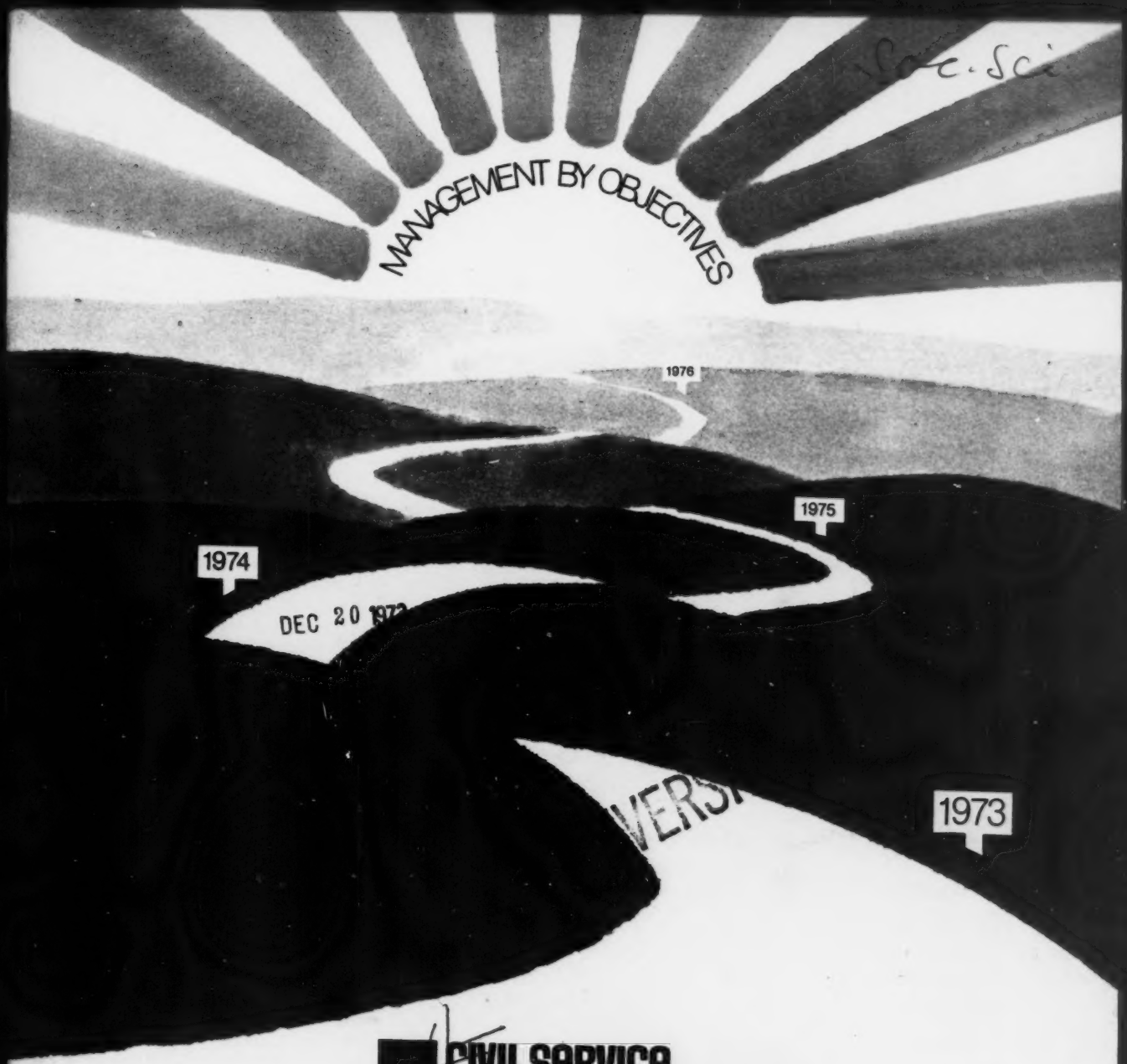

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WORTH NOTING

☐ FITZGERALD APPEAL decided. A Civil Service Commission hearing officer has recommended that A. Ernest Fitzgerald be restored, with back pay, to the position from which he was improperly separated or to another position of like grade, salary, and tenure. He was separated on January 5, 1970.

Separated via a reduction-in-force action, Mr. Fitzgerald contended that his separation and the abolishment of his position as Deputy for Management Systems (GS-17) with the Department of the Air Force were in retaliation for his having disclosed cost overruns on the C5A aircraft project in testimony before Congress on November 13, 1968.

Herman D. Staiman, Chief of the Commission's Appeals Examining Office, found that Mr. Fitzgerald's separation was not the result of retaliation for his testimony, but was the result of other purely personal reasons.

Separating Mr. Fitzgerald by reduction in force "where the appellant was an employee entitled to the adverse action procedures" spelled out in civil service regulations was, said Mr. Staiman, "improper, inappropriate, and contrary to the spirit, intent, and letter of the Commission's regulations."

President Nixon characterized the decision as "a concrete demonstration of the effective operation of administrative procedure by which the rights of Federal employees are protected."

☐ PAY RAISE granted. Senate action overturning President Nixon's plan to defer pay raises until December set the stage for a 4.77 percent pay increase for Federal white-collar employees in October.

President Nixon described the Senate's action as a "distinct disappointment" and pointed out that the Senate's action occurred "at a time when we are attempting to hold down Federal spending in order to reduce inflationary pressures in the economy. This Senate action will add $340 million to Federal outlays and place additional strains not only on the taxpayers but also on other Government

(Continued—See Inside Back Cover)

Good management- a prized commodity

by ROY L. ASH, Assistant to the President and Director, Office of Management and Budget

ANYONE INVOLVED in the management of any organization is continually faced with the question: How good a job am I doing? Those of us who are Federal managers must evaluate that question, but we must also ask ourselves an even more basic question: Can the job be done at all? Can the Federal Government be managed? Can it be made more responsive and productive? Or is it too big, too unwieldy? Are the managers talented enough and capable enough to do the job?

Many executives in the private sector, if asked about government, would answer those questions negatively. After all, belittling government management is a favorite corporate pastime. In a recent magazine article the president of one of the Nation's largest firms, an automobile manufacturer, summed up this attitude rather cogently and explicitly. "The government," he said, "can't run anything." (This prompted one of my younger assistants to remark, "Obviously he's never spent time at one of his service departments.")

It was my experience in private life that many corporate executives would characterize a government manager as someone who couldn't make it in the "real world" and is motivated by benefits, security, and stable work hours. Other critics would take a more Kafkaesque approach. They would argue that the government has simply become ungovernable. No manager or group of managers, no matter how talented, can make it work. This might be considered the ultimate extension of the Peter Principle, in which the entire government has reached its level of incompetence and can no longer function.

But even if we dismiss outright the naïvete and the overgenerality of these brickbats, we must be honest enough to admit that government management is not all it should be.

The private sector, however, has no monopoly on managerial grace and performance. With all the planning, testing, and formulating that go into new products, the failure rate in the marketplace is still extraordinarily high. The consumer movement would be far less potent today had management been more responsive to problems and complaints a few years ago. And I find it rather amusing that many modern management techniques prevalent in industry, such as operations research and game theory, were developed not in the private sector, but in the military.

The View on the Other Side

In short, anyone who has crossed the line, as I have, from industry to government knows that good management is a rare and prized commodity in any organization. My impressions after less than a year in government do not jibe with the stereotypes of my former colleagues

in industry. Reality in government management is far ahead of image.

In my judgment, Federal managers as a group have the talent and dedication necessary to perform any managerial task. Most functions are already being performed at a capability level that would startle even the most skeptical outside observer. But despite this high level of achievement, we must continually look for ways to make the Federal Government more responsive by experimenting with new management structures, by attracting the best possible graduates from schools of business and public administration, and by insuring that we do all we can to develop managers as they progress in their careers.

Most administrations in recent history have talked about "getting a better handle on the bureaucracy," as though the bureaucracy were some kind of trained seal that would perform better with the right kind of prodding. President Nixon has broadened this parochial concept. He has made improving the management of the Federal Government a primary goal.

This mandate for better management was the *raison d'etre* behind the reorganization of OMB in 1970. Integrating management and budget was no cosmetic name change. Nor could it be described merely as consciousness raising. It was a planned, concentrated effort to focus on what the executive branch should accomplish and how best to accomplish it. In the latest reorganization, each of four Associate Directors of OMB has a Management Division, and working alongside the familiar budget analysts is a new group of management associates who, in concert with the budget analysts, help keep track of the way the departments and agencies manage their programs to achieve the most effective performance.

Emphasis on Results

Upgrading overall management effectiveness within the executive branch was personally initiated by the President in the spring of 1973. He called upon the heads of 21 major departments and agencies to develop a set of objectives that they expected to accomplish during FY 1974, with particular attention to those they considered to be of Presidential importance. The President left a good deal of flexibility to each agency head regarding these objectives. They could include new policy initiatives, major operational achievements, improvements in current programs, and the like—but in each instance, the emphasis was to be on *results*.

OMB works as the President's agent in this effort. We review the objective submissions in conjunction with appropriate White House staff experts and discuss the results with the initiating agency. Once the objectives are established, OMB and the agencies continuously monitor progress toward achievement of the objectives.

Emphasis does not stop with Presidential-level objectives. The departments and agencies themselves are setting internal objectives and evaluating results of both new and ongoing programs. This can help managers determine not just how efficiently a program is operating, but whether or not the programs should be continued, enlarged, cut back, or terminated.

Management by Objective: Management by Common Sense

I think it is reasonably clear that the approach we have taken is neither particularly new nor particularly profound. Most general managers will quickly recognize that it is simply an application of the "Management by Objective" concept that has been successfully used for years by many industrial firms and some governmental activities. Frankly, I would prefer to label it "Management by Common Sense."

In the field of management, as in most professions, buzzwords are common, but perhaps we in management are more fickle about our concepts. The buzzwords of the 60's—for example, "synergism," "PERT," "maximize"—have gone the way of narrow lapels. I am disturbed by buzzwords because they tend to take on a rather sacred aura of their own. Form takes precedence over substance. Technique becomes more important than thought. It is like a student who masters the techniques of integration and differentiation but hasn't the vaguest idea what calculus is all about.

All this is by way of saying that Management by Objective is in grave danger of becoming a buzzword, and this would be unfortunate. For MBO is not a complicated process with its own tidy set of rules, incantations, and accompanying reams of paper.

All MBO requires is setting specific, well-defined objectives and at the end of a given period of time measuring and evaluating the results. MBO is not procedural. It avoids strict ground rules and administrative overkill. It is simply a concept to clarify goals and stimulate results-oriented action. Unlike the ill-fated PPB, which was introduced with fanfare and promises, MBO can and should maintain a low process profile. For good management is an ability, not a procedure.

Executive Development Initiatives and Their Impact

While we are at work improving and changing management concepts to enhance program performance, we are also accelerating executive development efforts to broaden the managerial skills and improve the mobility of thousands of Federal managers and executives during Fiscal Year 1974. At least a dozen projects and new initiatives are currently underway by OMB and CSC, with an even broader impact planned for Fiscal Year 1975.

Two projects illustrate the variety of approaches being tried. The first is a special program being conducted with 12 agencies. Based on guidance material from OMB and with specific development goals in mind, the agency selects a number of supergrade managers who are given a mobility assignment or special managerial training. In addition, designated high potentials, newly appointed managers,

and reassigned managers in grades 13-15 will be given special mobility assignments. This will involve more than 7,000 people this year.

A second project—the Federal Executive Development Program (FEDP)—is experimental and has been launched by OMB in cooperation with CSC. This year 25 outstanding GS-15's will be selected for a year-long training and enrichment experience. The program will include formal management training as well as one or more closely evaluated interagency developmental work assignments. This planned exposure to new roles in different organizations will broaden the perspective of the participants and test their capacities to operate in an executive environment.

In the past some agencies have not allocated sufficient funds for their own development systems. However, a recent OMB bulletin places planned agency expenditures for executive development squarely in the budget review process. This review will insure that adequate resources will be set aside to accomplish programmatic goals for executive development next fiscal year.

High Priority

From a broader perspective, these efforts are indicative of the high priority this administration places on executive development. Furthermore, it reaffirms the concept of executive development as not solely a training operation, but a dynamic system of identifying, selecting, counseling, developing, and utilizing high-potential Federal managers.

As with MBO, executive development is designed to achieve measurable, demonstrable results in a specified period of time. This will not be at the expense of long-range planning or long-range objectives, but by setting short-range objectives Federal managers can better monitor, fine-tune, and adjust.

Unfortunately, good management is not a sexy topic. It may never have the media coverage it deserves, and perceptions of change may lag far behind the change itself. Nevertheless, all of us would agree that we must strive for improved, more responsive Federal management in order to better serve the Nation. As President Nixon said, "The time has come to match our structure to our purposes—to look with a fresh eye, to organize the Government by conscious, comprehensive design to meet the needs of a new era."

#

RECRUITERS FORUM RECRUITERS FORUM

Interviewing Women Candidates

It is difficult to know, sometimes, how to act with someone of another race, another generation, the other sex. What may have been the norm yesterday isn't accepted today and may not be tolerated tomorrow.

Interviewing women as candidates or potential applicants is one situation for which the norms are changing. Here are some rules to go by. They are not intended to establish that any specific behavior is legal or illegal, contrary to Federal regulations or not; the perspective is one of common sense, common courtesy, and a professional approach.

As a supervisor filling a vacant position, or as a repre-

sentative of your agency interviewing potential applicants, you want to do the right thing, to make a favorable impression for your organization, and to avoid embarrassment for yourself and the people you interview. This is an attempt to help.

☐ Use the right words. Try to remember that the women in your office are not "girls" or "gals." And the woman you're interviewing isn't "sweetie" or "honey" or "dear"—even if you *are* a good ol' boy, even if you *do* call men you've never met before "pal," "chum," or worse.

☐ Don't inquire into certain areas that are none of our business.

—Her marital status (or nonmarital arrangements) or plans.

—What her husband does, how much he makes, whether he's subject to transfer, how he feels about her working, traveling, or anything else.

—Whether she has any children (or plans to) and how many, what ages or sex they are.

—Arrangements for the care of her children.

—Her views on birth control, abortion, women's lib.

☐ Don't bring up your prejudices. You're entitled to them, of course, but you aren't entitled to do anything about them on company time.

—Women shouldn't travel alone, shouldn't travel with men, shouldn't stay overnight in another city.

—Women aren't aggressive enough.

—They are too emotional.

—They never stick with a job.

—They won't accept travel assignments.

—That women want to work only until marriage, or that they all want to marry.

—That women are absent from work more than men.

—That they use more sick leave than men.

—Women don't want responsibility.

—Can't supervise men.

—Can't supervise women.

—Aren't interested in certain fields.

—Aren't mobile.

☐ Don't flirt, don't be patronizing ("you'll find lots of boyfriends"). Don't presume: Interviewers sometimes take advantage of an interviewee's friendli*ness* to act as if there is a degree of friend*ship*.

☐ Don't joke. Some men find it embarrassing to behave toward women in a completely businesslike way. It can bring on the same kind of feelings you had as a child when you were trying to lie and thought the smirk you were suppressing must be obvious to everyone. The fact is that when women are treated as adult human beings, they don't notice anything strange about it—or you.

☐ Incidentally, in making a selection or recommendation, it is improper to give consideration to such factors as the following.

—That supervisors or managers might prefer men.

—Customers/clients wouldn't want to deal with women.

—Coworkers might object.

—Women's work lacks credibility.

—The job involves travel, or travel with the opposite sex.

—It involves unusual working conditions.

☐ If you are interviewing—say, on campus—it is your responsibility as a Federal representative to assure that candidates are then referred impartially.

☐ It is improper to place undue emphasis on conditions of employment in the hope of discouraging the candidate, i.e., to solicit a declination. It is for the applicant, not the employer, to decide whether or not she wants the job—based, of course, on a clear explanation of what the conditions are.

☐ Finally, don't indicate your interest in a woman candidate as one whose selection would help improve your EEO picture (it's an insulting suggestion that you'd apply different standards).

The general rule is that one should treat women applicants and men applicants in the same way. But it doesn't make it right if you also go through the motions of asking men, say, about their prospects for parenthood: The point is that in most cases men have no reason to suppose that any improper significance would be attached to the answer, whereas women do.

Discriminatory behavior is as improper when it is not intended as when it is, and the appearance can be as important as the reality. That you ask certain questions not related to the job wouldn't show that you mean to discriminate necessarily, but such questions can be used and have been used in a discriminatory way, and women are increasingly aware of and resentful of this. The fact that certain questions are not relevant to consideration for employment is why they are improper when introduced into an employment interview.

There are a lot of *don'ts*. Where, you may ask, are the *do's*? What *can* you talk about? Simple: There's the job, its duties and responsibilities. The organization, its missions, programs, and achievements. Career possibilities and opportunities for growth, development, advancement. Where the job is located, travel, mobility, equipment and facilities available (especially important with scientists). The individual's qualifications: abilities, experience, education, interests. The wonder is that one can cover all the ground that needs to be covered, let alone have any time left for irrelevancies.

One last rule, though. Don't go the other way: Don't take pains to point out how fair-minded you and your organization are (it will sound phony anyway) or give an instant replay of every female success story. And don't make a big deal about being mature: If you've decided to go along with "Ms." and avoid masculine pronouns when you mean man or woman, at least don't put them in italics.

—Merle Junker

SHELF-HELP

Economics and the Social Contract

Economics and Systems Analysis: Introduction for Public Managers, by Chester Wright and Michael Tate (Addison-Wesley Publishing Company, Reading, Massachusetts, 1973, 250 pp.).

Usually a new book on economics would not be expected to create much excitement among those whose personal interests and career responsibilities lie mostly outside the discipline. This is an unfortunate fact since economics undeniably affects the lives and careers of all of us. What is more, some of us—public managers to name one group—can and do affect the course of economics and, consequently, the lives and livelihoods of those we serve.

In affecting the course of economics, we cannot help but interact with the set of principles, the social contract, that helps determine the quality of life in our society. We would be well advised, therefore, to assure that we possess a command of economics commensurate with our responsibilities. Hence, the dilemma: How to supplement and update our knowledge of economic concepts and their implications for society without becoming bogged down in a quantitative quagmire.

Economics and Systems Analysis provides an answer, even an exciting answer to the dilemma.

The book won the authors an American Society for Training and Development Individual Award in the 1972-73 competition. The background that the authors brought to the writing of this book is noteworthy. Chet Wright is Chief of the Office of Evaluation and Management Systems in the Civil Service Commission's Bureau of Training, directing a staff engaged in research and development of training management systems. Mike Tate is a senior staff member at Arthur D. Little, Inc., in Washington, D.C., where he specializes in the areas of urban affairs, systems analysis, drug abuse, and intergovernmental relations.

Economics and Systems Analysis presents in highly readable form a concise collection of basic economic concepts and a straightforward and understandable discussion of statistics and the systems approach to problem solving. The concepts covered in the book are discussed in the light of some of their more important implications for our society.

For example, the authors state:

"Scarcity arises when the factors of production are limited while human wants are infinite. There is never enough of anything to do everything. The public official is frequently urged to carry out this program or that program 'regardless of cost.' This is a particularly silly recommendation that newspaper columnists, special pleaders, and pressure groups are always willing to make in favor of their project, whatever it may be. But carried to anything like a logical conclusion, the inevitable inability of society to pursue any goal regardless of cost can very readily be seen.

"Unfortunately, we have become, of late, accustomed to thinking of ourselves as the 'affluent society.' We are the people who can do anything we wish. As a consequence, it's frequently difficult to get public acceptance of the fact that inevitably there is a point at which even the most noble of public programs have to be cut short.

"We have become accustomed to hearing advocates of a particular government program say that money is of no consequence. They are quite right. Governments do not really spend money, they print it. They could print it in infinite amounts and this fact in itself helps verify the truth of the assertion that we are not really in a position to pursue any program to some sort of ultimate goal regardless of cost. If our goal, for instance, were in the field of public health, all the money in the world would not buy more doctors than existed at that particular point in time. Even if we decided to undertake a 'money is no object' public health program, aiming for a more sensible goal ten to fifteen years in the future, we would still be limited by the fact that no matter how much we invested in medical facilities, we would ultimately be limited by the number of people with the capability of being trained at the level of skill required to become a physician.

"So it can be seen that in spite of public clamor or our own interest in worthy public programs, they are all ultimately limited by the inevitable scarcity of resources. The scarcity of labor, of human skills and knowledge, of natural resources, of production equipment, of factories, medical schools, and laboratories to do and produce those things which we would like to have, places absolute limits on everything we choose to do.

"We are ultimately forced back to finding some method for coping with those persistent and inescapable questions that are central to the concept of economics. We are forced into some sort of choice of what we will produce and how much. We must strike some sort of balance between all the things that we would like to have and the limits placed upon our ability to have them."

While the book discusses technical topics as well as social situations of some gravity, the authors have made good use of opportunities to demonstrate their ability to perceive and express the incongruous. This they do in a manner that leaves the reader sometimes entertained, but other times painfully aware of the social inequities that we unintentionally perpetrate upon our fellows.

"The principal outcome of the present power balance is the concentration of enormous compulsive forces directed toward the production and consumption of those things that are best made in large factories. The result is that much that contributes to making life pleasant

and human is simply not available. Your small appliance is so constructed that if broken it cannot be repaired, but it doesn't matter because even if it could be fixed you couldn't find anyone to do the job. Isn't it marvelous? We keep telling one another that we are the richest people on earth, so rich in fact that we can no longer afford to take time to fix broken things. So we all live like kings—real kings, with a cesspool in the courtyard and rats in the halls."

The authors' overriding attitude with respect to the role of the public manager is illustrated in the following passage:

"Finally, in a world where rational thought as a contribution to public decisionmaking seems to be fading fast, perhaps this will encourage men and women in public positions to keep trying. Political choices do not have to be devoid of reasoned analysis. Obfuscation, substituting rhetoric for analysis, finding scapegoats instead of solutions, pretending the current proposal is a panacea, ignoring hard problems because the public is not yet outraged—do not have to be the case. Clear thinking, good analysis, and some courage in the name of public responsibility can define issues and raise the quality of debate. They just might give us back a chance to deal with the world as rational men with a sense of both humility and potential."

—Garland Phillips

SPOTLIGHT ON LABOR RELATIONS

In furtherance of assigned responsibility under Executive Order 11491 to provide information appropriate to the needs of agencies, organizations, and the public, the Department of Labor and the Civil Service Commission have published informative new books and pamphlets on labor-management relations in the Federal service.

From the Commission . . .

Both additions to CSC's growing catalog of information and technical-advice services were prepared by the Office of Labor-Management Relations. And both are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

☐ *Labor-Management Relations in the Federal Service: Answers to Questions About Executive Order 11491* (25 pp.) addresses some of the most commonly raised issues in Federal labor relations today.

☐ *Union Recognition in the Federal Government: November 1972* (442 pp.) carries the activity-by-activity listings of exclusive recognitions and agreements that add up to the summary statistics reported in Vol. 38, No. 4, of the *Journal*; appended are breakdowns for the U.S. Postal Service and other key jurisdictions not covered by the Executive order.

From the Labor Department . . .

Twelve instructive new pamphlets and visual foldouts issued by the Labor Department were prepared by the Office of Federal Labor-Management Relations. They are available from regional and area offices of Labor's Labor-Management Services Administration.

☐ *Background and Major Provisions of Executive Order 11491, as Amended (FLMR 73-1).* This 12-page pamphlet recites the genesis and development of E.O. 11491, as amended, and summarizes its basic terms.

☐ *Administration of Executive Order 11491, as Amended (FLMR 73-4).*

☐ *Role of the Assistant Secretary of Labor for Labor-Management Relations Under Executive Order 11491, as Amended (FLMR 73-4).*

☐ *Assistant Secretary Hearings Under Executive Order 11491, as Amended (FLMR 73-6).*

☐ *Types of Representation Elections Under Executive Order 11491, as Amended (FLMR 73-7).*

☐ *Petition Timeliness Guide (FLMR 73-2).* This 19-page pamphlet features a how-to calendar for determining the "open" period during the life of a negotiated agreement when a representation petition may be filed for employees covered.

☐ *Factors in Appropriate Unit Determination Under Executive Order 11491, as Amended (FLMR 73-5).*

☐ *Basic Pre-Election Representation Procedures Under Executive Order 11491, as Amended (FLMR 73-10).*

☐ *Basic Post-Election Representation Procedures Under Executive Order 11491, as Amended (FLMR 73-11).*

☐ *Basic Procedures in Cases Involving Unfair Labor Practices Under Executive Order 11491, as Amended (FLMR 73-12).*

☐ *Agency Unfair Labor Practices Under Executive Order 11491, as Amended (FLMR 73-8).*

☐ *Labor Organization Unfair Labor Practices Under Executive Order 11491, as Amended (FLMR 73-9).*

—David Scott Dickinson

By Joseph U. Damico, Director, Bureau of Executive Manpower, U.S. Civil Service Commission

"THE FUTURE IS NOW" is an expression familiar to those of us who live and work in the Washington, D.C., area—especially those who are Redskin football fans. Furthermore, we believe it. Similarly, those of us who share a responsibility for making executive development succeed in the Federal bureaucracy are equally aware that for us, and for those we're here to develop, the future is just as undeniably *now*. And we believe this, too!

President Nixon said it in a memorandum to heads of Federal departments and agencies back in March 1971 when he referred to expenditures (*now*) for executive development as ". . . necessary and justifiable investments in our nation's future." With that, the President gave all of us a clear signal to make sure that we have an adequate supply of trained executives—now and in the future.

Even with the new activity centered on executive development, and even with its many visible successes since that Presidential memorandum gave the effort focus, up to now executive development has been largely the province of those who have a working role in it. But no more. The President's high-priority objective of achieving more effective and better managed government has its corollary in the very personal impact that executive development will have on just about every Federal executive reading these words today and on all those who will be channeled into executive slots in the future.

By fiscal 1975, in fact, executive development will have reached out to touch almost every Federal manager in one way or another—either through personal development or by requiring his or her personal attention to the development of key aides. The future is indeed now, and we would do well to explore in some detail the intricacies of the executive development effort, which no longer can be of interest to only a select few, or be given only lip service.

Executive development is not a new concept. It is as old as mankind itself. It was going on long before anyone consciously became aware of it, let alone identified it as some-

thing that should be given serious thought. In its earliest form, perhaps it was a matter of having the sharpest spear, the best aim, the best timing, and having others follow you. In basic terms, this is not far from where we are today, the differences being that the consequences of poor leadership are much greater now than ever before and that it's too risky to leave leadership (or executive development) to native ability, intuition, and luck.

The Federal Government, sparked by urgings of the President and under the guidance of the Civil Service Commission and the Office of Management and Budget, has launched a major effort to insure that an appropriate supply of capable leaders is systematically made available and equipped to administer the highly complex and important programs required by society. This effort includes the continuing development of persons already in leadership positions who show promise of achieving managerial excellence, given the extra edge of *planned* development.

Executive Development by Plan, Not by Chance

Shortly after the President indicated the need to make a considerable investment in developing executives, CSC Chairman Robert E. Hampton issued his September 13, 1971, memorandum to agency heads transmitting "Guidelines for Executive Development in the Federal Service." The principal requirement, as stated in the guidelines, is that there be a high level of organizational commitment to achieving the administration's goals in executive development. This includes the issuance of a supportive policy statement, involvement of key department and agency officials in planning and implementing the program, and allocation of sufficient resources.

The guidelines permit certain flexibilities so that agencies can tailor their programs to their own particular needs, but they do specify certain uniform elements that must characterize each and every program. Among these are individual development plans for incumbent executives and high potential mid-managers, improved mobility programs, plans for more effective use of managerial training, and ongoing evaluation of overall program success.

The Director of the Office of Management and Budget, also in September 1971, issued a memorandum advising agency heads that OMB would be reviewing periodically the adequacy of agency resource allocation plans for executive development.

That's how it went in 1971.

It was becoming increasingly apparent that the pace and extent of change were dictating new moves in management of the Federal work force. Many managers and executives who had come up via the specialist or individual performer route simply didn't have the range of experience to operate at peak effectiveness in all the diverse areas that the needs of the day required. The manager who had managed very well by the seat of his pants suddenly had to wrestle with the "new math" of zero-based budgets, systems analysis, ADP, and management by objectives.

If management was to improve, the capability and skills of managers had to improve.

So it was that in April 1973 Chairman Hampton sent a report to the President on the state of the Government-wide executive development effort. The report led to an April 12, 1973, letter from Fred Malek, OMB's Deputy Director, to Chairman Hampton urging stepped-up activity in the Government's efforts to implement executive development programs. The result was a joint OMB/CSC drive to place new emphasis on executive development in the Federal Government—*now!*

It was decided to concentrate a special effort in 12 major agencies in FY 1974. In early August an intensified executive development program was launched in these pilot agencies: Agriculture, Army, Commerce, GSA, HEW, HUD, Interior, Justice, National Labor Relations Board, National Science Foundation, Transportation, and the Veterans Administration.

Approximately 75 percent of the career supergrades and equivalents in other salary systems in each of these agencies will be scheduled for some sort of developmental experience this fiscal year. For at least 5 percent of the group, this will mean a developmental assignment in a significantly different kind of job for a period of at least 4 months. Mid-managers (GS-13 through 15) also will be targeted for developmental activities as part of the pilot plan. This will affect several thousand career men and women who were assigned to their first managerial positions in FY 1973 or who were reassigned from one managerial position to another during FY 1973.

Teams of OMB/CSC staff members are working closely with the agencies at the Assistant Secretary level to insure appropriate implementation of this drive.

This is the 12-agency program for FY 1974. Meanwhile, all other agencies have been put on notice that they must gear up for similar executive development efforts starting in FY 1975. And continue such efforts in the years following.

Fundamental Premises

There are a number of premises central to executive development. Not all of them can be addressed in detail in this brief article, nor am I sure I can even *identify* all of them, but among the most crucial are these:

1. Executive development is, first of all, a device for achieving better Federal program management. Application of the development process will vary with individual agency needs for particular executive skills and abilities.

2. Development of future managers is too important to be left to chance.

3. Executive development is not a manipulative process—that is, it is not something the boss does to employees. Each person should have the

maximum feasible role in planning and implementing his own vocational future.

4. Executive development means far more than formal classroom training. Most executive development must occur on the job—not in a simulated environment.

5. It is possible to structure work experience and training in such a way that high-talent individuals progressively will develop executive skills and abilities.

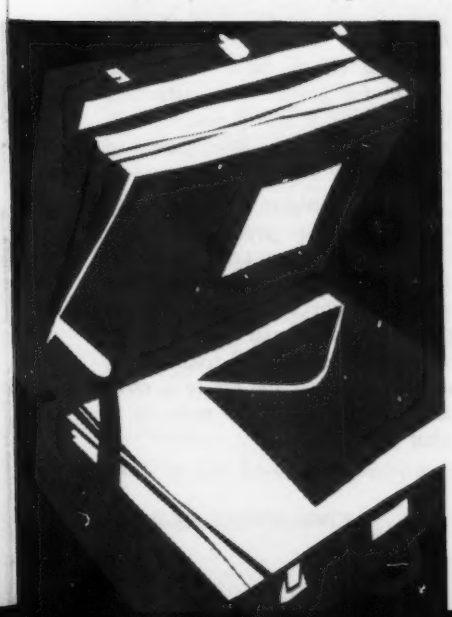
6. Executive development should not stop with assignment to an executive position—it should continue as long as there is significant potential for growth.

7. To a considerable degree, people with high executive potential will motivate themselves if placed in challenging situations where they have a chance to produce and to be recognized. They will find stimulation in their work and satisfaction from their own productivity.

8. Executive development is not cost-free. You don't get something for nothing. Regular payments in the form of time, money, and inconvenience are the unavoidable price of insuring that an agency will have a continuing supply of effective executives.

9. If the boss doesn't believe in and practice executive development, no one else will give it more than token attention.

The key to the whole process is, of course, number 9—the impact of top managers' behavior. No amount of careful planning and clever approaches can compensate for the indifference of top management.



In order for executive development to have real meaning in an agency, it must be incorporated into the institutional value system—and top officials must behave accordingly. Lip service is not enough; what matters is what the boss does in terms of what he ignores, punishes, and rewards.

Matching Need, Potential, and Will

Executive development does not call for a Henry Higgins. It's not a matter of taking raw clay and turning out identical copies of an idealized superbureaucrat. Nor should it be a charm school in which civil service counterparts of Higgins' protegé can learn to speak bureaucratese and develop charisma. Executive development is structured and intensive individual growth focused upon skills and abilities needed for agency management. In general, the process calls for:

☐ Matching an agency's prospective need for high-level skills and abilities against a collection of distinctly individual men and women, usually at the mid-management level.

☐ Identifying those in the group who appear to have the potential for developing those skills and abilities.

☐ Setting up individually tailored development plans calling for very specific work experience and training that will enable those budding executives to build upon their strengths and fill the gaps in knowledge and ability required.

☐ Following up to identify and correct problems, to evaluate performance, and to validate estimates of further potential for development.

Not everyone has the potential for developing into an executive, just as not everyone has the potential to become a law professor, a jet pilot, or a star quarterback. And since executive development is relatively expensive and resources are usually limited, it just makes sense to direct executive development efforts toward those who have a high executive potential. Others should be helped to develop in line with their own talents and capabilities.

There are various indicators of executive potential—the best and probably the fairest being those related to high performance in jobs that have some of the characteristics of the target executive jobs the agency must fill in the future.

These target jobs represent the agency's needs. Those needs may be very specialized. For the purposes of that agency's executive development program, they may rule out highly talented individuals who might be considered stars of the future in another agency with different requirements. Moreover, most organizations need only a small number of executives relative to the total number of employees.

Even when the potential and the need match, there is a third factor to consider—the will to become an executive. Not everyone who has the potential is willing to pay the price—and it would be unrealistic to suggest that there is no price. More and more personal responsibility must be assumed, stressful situations are more common, and the workweek tends to expand at the expense of family and social life. Whether the price should be paid is entirely up to the individual. It is a basic personal value judgment.

I think that in the Federal Government the concept of executive development has caught hold.

General policies and guidelines have been established, large-scale pilot programs are underway, and all agencies have been directed to include executive development in their budget planning for next year. The Civil Service Commission's Bureau of Executive Manpower has set up an Executive Manpower Technical Assistance Center to respond quickly to agency needs for specialized advice on problems in executive manpower. The center also is issuing

technical papers in a variety of specialized areas such as identification of managerial potential, individual development planning, and related subjects.

Internal Revenue Service—a Case Study

It's time now to incorporate the concept of executive development into agency behavior. This can be done. It is being done. There are governmental agencies where executive development is a normal and accepted part of bureaucratic life. Good examples are the Internal Revenue Service and the military services.

Development of a military officer from lieutenant to general is not left to chance. It is impossible to proceed up the military promotion ladder without undergoing a series of increasingly demanding and broadening work and training experiences.

For purposes of illustration, the Internal Revenue Service is just as useful. IRS is a large agency within the Treasury Department that performs the same services throughout the country under the supervision of district offices and service centers of varying sizes. Its executive development program is geared to the development of officials who will be able to work effectively as directors of district offices or service centers.

The IRS approach to executive development is a formal one and is clearly and publicly articulated. Participation in the executive development program is voluntary. Clear-cut responsibilities are assumed both by those who volunteer and by the agency. For example, a participant knows that he is committed to move from place to place in order to get the kind of balanced experience that is required for successful performance as a district director. The agency is committed to providing required training and experience even though it might be more convenient to leave a participant in a job for an extended period if he or she is performing well.

The program's key to success is that it has become an integral part of the IRS value system, i.e., it has been institutionalized. It is supported by top management, and it is understood and accepted by career employees right up the line. Every year executive positions are filled through the executive development program. Employees strive to get into the program because they see its payoff. Management gives the utmost attention to the process of selecting the best qualified individuals for the program because it knows that it is, in fact, selecting tomorrow's IRS executives. No IRS executive is too busy to sit on selection boards. It is generally understood that this is one of his more important responsibilities. These are the ingredients for a successful executive development program in one agency.

Establishing a Climate For Growth

No two agencies are identical. The Internal Revenue Service is a specialized agency that has adapted its executive development program to meet its own needs. The specifics of its program may not be appropriate for some other agencies. But those agencies would do well to strive for the climate for growth that exists in the IRS.

It is this *climate* that is so difficult to develop. Policy statements, guidelines, exhortations, and the like are relatively easy to deliver, but they will not do the job by themselves.

One component in establishing the right climate is good faith. Identification of those with high potential must be handled with impeccable honesty. Evaluation of performance in developmental jobs and in training must be completely objective and fair. And, most important, those successfully completing developmental programs must be given a fair chance in the competition for top jobs.

If, after a reasonable period of time, an executive development program does not serve as a vehicle for moving highly talented people into top positions, general cynicism will develop and the program will degenerate into a paper exercise. Such a situation must be avoided.

Responsibility for the development of present and future Federal Government executives lies primarily with top management—political management *and* career management. The President's remarks about executive development being a necessary and justifiable investment in our nation's future were addressed to heads of departments and agencies—and rightfully so. This is not the kind of program that top managers can relegate to the personnel offices and hope they never see again.

Top management must take a personal role in order to realize a return on the investment. Perhaps this is the key to establishing the appropriate climate for executive development. Even with good faith, honesty, and all the other virtues, the climate for growth will materialize only if there is also persistent drive and attention to the development of executives by top management.

Federal managers can't be found wanting in either good faith or persistence. Better managed, more effective government requires that they seize the opportunity to improve their own managerial skills and the skills of those who will follow them up the ladder. If the future is now, so too is the chance to make of it what we will.

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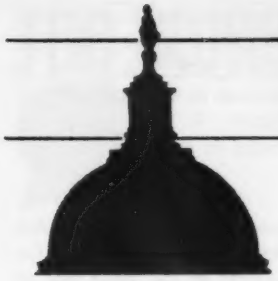


a LOOK at LEGISLATION

Personnel legislation enacted by the 93d Congress, first session, as of October 25, 1973:

Appointment

Public Law 93-66, approved July 9, 1973, extends the Renegotiation Act of 1951. Title II, section 213, provides that in recruitment and selection of personnel for employment in HEW's supplemental security income program, under Public Law 92-603, preference is to be given to qualified State and local employees displaced when HEW's program goes into effect.

Handicapped

Public Law 93-112, Rehabilitation Act of 1973, approved September 26, 1973, extends and revises the authorization of grants to States for vocational rehabilitation services, and expands research and training programs for handicapped individuals. Section 501 provides for an Interagency Committee on Handicapped Employees.

Retirement

Public Law 93-39, approved June 12, 1973, amends section 8336(c), title 5, United States Code. It permits immediate retirement on a reduced annuity of an employee separated from the service involuntarily, except by removal for cause, or voluntarily during a major reduction in force in his agency, as determined by the Civil Service Commission, after completing 25 years of service or after becoming 50 years of age and completing 20 years of service.

Public Law 93-136, approved October 24, 1973, amends section 8340 of title 5, United States Code, to liberalize eligibility for cost-of-living increases in civil service annuities. This guarantees an employee retiring on or after the effective date of a cost-of-living increase, or his widow or widower, an annuity at least as large as he would have received if he had retired or died before the effective date of the increase.

Veterans

Public Law 93-43, approved June 18, 1973, establishes a National Cemetery System in the Veterans Administration and provides for the appointment of an Advisory Committee on Cemeteries and Memorials.

Public Law 93-82, approved August 2, 1973, provides for improved and expanded medical and nursing home care for veterans and certain dependents and survivors, and for improved recruitment and retention of career personnel in VA's Department of Medicine and Surgery. Additional compensation is authorized for nurses for night, Sunday, holiday, and overtime duty, and for on-call time.

Status of personnel legislation on which some action has been taken in the 93d Congress, first session, as of October 25, 1973:

Classification

H.R. 5094 provides for the reclassification of positions of deputy United States marshal by classifying the positions at grades GS-5 through GS-11, with GS-5 as the trainee level. It also provides for the conversion of present incumbents from their present grades to those proposed in the bill. Passed the House and referred to the Senate Post Office and Civil Service Committee.

H.R. 6334 provides for uniform application of the position classification and General Schedule pay rate provisions of title 5, United States Code, to certain employees of the Selective Service System. Passed the House and referred to the Senate Post Office and Civil Service Committee.

Handicapped

S. 7 and H.R. 17 amend the Vocational Rehabilitation Act to extend and revise the authorization of grants to States for the continuation of Federal-State rehabilitation programs. Section 701 provides for an Interagency Committee on Handicapped Employees. S. 7 passed the Congress; vetoed by the President on March 27, 1973.

Health Benefits

H.R. 9256 provides for increasing the Government's contribution to the cost of health benefits for Federal

employees on a sliding scale beginning with 55 percent in 1973 and going up to 75 percent in 1977. Section 2 provides that annuitants covered by the Retired Federal Employees Health Benefits Act may elect to be covered under the provisions of the Federal Employees Health Benefits program. Passed the House and referred to the Senate Post Office and Civil Service Committee.

Leave

H.R. 1284 amends title 5, United States Code, to improve the administration of the leave system, primarily by authorizing payment for annual leave accrued but unused in the year in which employment is terminated; permitting employees, with certain exceptions, to use annual leave during the first 90 days of employment; and, under certain conditions, allowing restoration of annual leave lost due to administrative error, sickness, or exigencies of the public business. Passed the House and referred to the Senate Post Office and Civil Service Committee.

Pay

S. 1989 amends section 225 of the Federal Salary Act of 1967, with respect to certain executive, legislative, and judicial salaries, by accelerating the timetable of the present quadrennial review and adjustment procedure for salaries of the Government's top officials. Seven offices are added to the scope of the review and adjustment procedure, and the Board of Governors of the United States Postal Service is removed from it. Passed the Senate. House failed to agree to the rule providing for consideration of the bill.

H.R. 7935 and S. 1861 amend the Fair Labor Standards Act to raise the minimum wage and to extend its coverage to employees of the Federal Government. H.R. 7935 passed the Congress and was vetoed by the President on September 6, 1973.

Retirement

S. 628 provides for eliminating, during periods of nonmarriage, the annuity reduction a retiree takes in order to provide a surviving spouse with an annuity. Passed the Senate. Referred to the House Post Office and Civil Service Committee.

S. 871 provides for correcting certain inequities in crediting National Guard technician service in connection with civil service retirement by repealing the provision that restricts civil service retirement credit for pre-1969 National Guard technician service only to those actually employed as technicians on and after January 1, 1969. Passed the Senate. Referred to the House Post Office and Civil Service Committee.

S. 1866 and H.R. 9107 provide for increases in certain annuities payable under chapter 83 of title 5, United States Code, to establish a minimum annual civil service retirement annuity equal to the Social Security minimum primary insurance amount for a year, and further to provide for change in the minimum as the Social Security minimum changes in the future. S. 1866 passed the Senate. H.R. 9107 was reported to the House on September 11, 1973.

H.R. 29 provides for payments by the United States Postal Service to the Civil Service Retirement Fund for increases in the unfunded liability of the Fund due to increases in benefits for Postal Service employees. Passed the House. Referred to the Senate Post Office and Civil Service Committee.

H.R. 3798 amends subchapter III, chapter 83, of title 5, United States Code, to provide for mandatory retirement of employees upon attainment of age 70 and completion of 5 years of service. This would apply only to persons appointed, or reappointed following a break in service of more than 3 days, after the date of enactment. Passed the House. Referred to the Senate Post Office and Civil Service Committee.

H.R. 6078 amends section 8336(c) of title 5, United States Code, relating to the retirement of certain employees engaged in hazardous occupations, to include inspectors of the Immigration and Naturalization Service and the Bureau of Customs. Passed the House. Referred to the Senate Post Office and Civil Service Committee.

H.R. 9257 amends chapter 83 of title 5, United States Code, to provide for periodic reviews by the Civil Service Commission to determine the amounts necessary to be withheld from the basic pay of employees for civil service retirement purposes. Notice of any proposed adjustments must be transmitted to the President of the Senate and Speaker of the House. Adjustments shall become effective unless specific action is taken by the Congress within a certain period of time. Passed the House and referred to the Senate Post Office and Civil Service Committee.

H.R. 9281 amends title 5, United States Code, with respect to the retirement of certain law enforcement and firefighter personnel, to permit the head of an agency, with the concurrence of a designated agent of the President, to establish minimum and maximum age limits within which an original appointment to a position of law enforcement officer or firefighter may be made; to provide that premium pay of law enforcement officers be included as part of basic pay for annuity computation; to increase employee deductions and Government contributions to 7½ percent; to provide for immediate retirement at age 55, unless exempted by the agency head; and to increase the formula for annuity computation. Passed the House and referred to the Senate Post Office and Civil Service Committee.

—Dorothy J. Mayo

THE AWARDS STORY THE AWARDS STORY

Quality of Suggestions Continues To Increase

During Fiscal Year 1973, the quality of suggestions submitted by Federal employees continued to increase. This was evidenced by the establishment of a new all-time record, an average cash award of $87.73 for adopted suggestions, and one near-record, the adoption of 27.8 percent of those suggestions processed.

Key Results

☐ Almost 255,000 (about one in ten) Federal employees were recognized for suggestions that improved Government operations or for services and performance that exceeded normal job requirements.

☐ Tangible benefits from suggestions were $156 million, over $150 million for the seventh consecutive year.

☐ Special achievement awards were granted to 111,735 Federal employees, an increase of nearly 7 percent over FY 1972.

☐ The average cash award for employees' special achievements was $187.46, another new record.

☐ Tangible benefits resulting from employees' special achievements were nearly $120 million, an increase of approximately 5 percent over last year.

☐ 50,702 employees received quality increases, an increase over last year—the result of a full year's use of the quality increase provision, compared with the use of QI's last year when there was a moratorium on them for one quarter because of the wage-price freeze.

Significant Agency Accomplishments

☐ Department of the Navy established a new all-time record for tangible benefits from suggestions, $39,673,312, an increase of 36 percent over FY 1972.

☐ Department of the Air Force again led all agencies in dollar benefits resulting from suggestions, with over $51.7 million—exceeding $50 million for the seventh time in 8 years.

☐ Department of the Army realized tangible benefits of over $48 million for special achievements, an increase of 113 percent over FY 1972.

☐ Defense Supply Agency had the highest rate of employee participation in the suggestion program, with a receipt rate of 21.6 suggestions per 100 employees and an adoption rate of 6.7 suggestions per 100 employees. DSA also achieved an all-time high for tangible benefits ($19,308,597) resulting from employees' special achievements.

☐ Government Printing Office set new all-time records for tangible benefits, both from special achievements ($884,987) and from suggestions ($712,984).

☐ Department of Justice established a new agency record for tangible benefits from suggestions ($361,215).

MILLION DOLLAR CLUB
Benefits From Suggestions

Air Force	$51,716,155
Army	44,950,805
Navy	39,673,312
Postal Service	7,772,579
NASA	2,401,113
Defense Supply	2,212,363
Treasury	1,004,382

Top Suggestion Award

☐ William A. Douglas, Director of Mail Processing at the San Antonio, Tex., Post Office, suggested the installation of closed-circuit TV cameras at weighing stations and corresponding TV monitor receivers at data collection sites. An electric signaling device denotes which scale is in use. The TV cameras and monitors provide visual contact with remote weighing stations, and intercoms permit the necessary voice communications. Mr. Douglas received an award of $3,145, based on estimated tangible benefits of $3,445,728.

Other Significant Awards

☐ A Special Achievement Award of $5,000 was presented to three employees of the Naval Research Laboratory in Washington, D.C., for designing, developing, and coordinating the use of the electronographic camera/spectrograph carried to the Moon on the Apollo 16 mission to make far ultraviolet observations of the earth and skies. The importance of this work to interplanetary and astrophysical theory is enormous. Much of the future

planning for exploration of the universe in the ultraviolet will depend on the results of this mission.

☐ A cash award of $3,650 was approved by the Secretary of Health, Education, and Welfare for 31 employees of the Blood Bank Department, Clinical Center, National Institutes of Health, in recognition of the group's special achievements in implementing a highly effective hepatitis reduction program. This was the Department's largest cash award.

☐ Six entomologists and research technicians with the Agricultural Research Service devised certain improvements in the Department of Agriculture's program to suppress the imported fire ant in the southern United States. They designed and carried out crucial tests, finding that excellent suppression of the ants was possible if wider treatment swaths were made from planes flying at higher than usual altitudes. The award of $2,450 was based on cost reduction of $188,000 in one season and on intangible benefits involving the limited time when the best control could be effected.

☐ Stephen B. Hall, a NASA employee at the Marshall Space Flight Center, suggested that a manually operated food can crusher be installed in the Skylab vehicle as a contingency plan for trash management. In the event of a trash airlock failure, the food can crusher would be used to improve packing density of used food cans, which could then be stored in available freezer space as food is removed for consumption. Adoption of the suggestion resulted in estimated annual savings of $911,412, and Mr. Hall received a cash award of $2,015.

☐ The largest individual suggestion award granted by the Veterans Administration ($1,000) was received by a Clinical Pharmacy Teaching Coordinator at the VA Center, Fargo, N. Dak. He developed a Clinical Pharmacy Patient Profile Folder, which records the patient's medication history, adverse drug reactions, allergies, laboratory test values, clinical pharmacist progress notes, outpatient prescriptions, and patient medication inter-

FY 1973 INCENTIVE AWARDS SPECIAL SURVEY

Every three fiscal years the Commission requests that agencies, in their annual reports on the Incentive Awards program, provide information on the breakdown, by General Schedule grades or equivalent pay systems, of suggestion and special achievement awards. Through this survey it can be determined whether or not certain grade levels are receiving an amount of awards in proportion to their representation in the employee population as a whole.

The following table represents the findings of the Special Survey conducted for the 1973 Fiscal Year.

EMPLOYEE	NUMBER OF CASH AWARDS				QUALITY STEP INCREASES		AVERAGE NUMBER OF EMPLOYEES FOR THE FISCAL YEAR	
	Suggestion or Invention		Special Achievements					
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
General Schedule:								
GS–6 and Below	10,531	43.4	25,753	46.7	19,268	39.3	558,517	42.2
GS–7 thru 11	9,684	39.9	17,927	32.5	16,068	32.8	447,293	33.9
GS–12 and Above	4,038	16.7	11,514	20.8	13,697	27.9	302,558	22.9
TOTAL	24,253	100.0	55,194	100.0	49,033	100.0	1,320,139[1]	100.0[1]
All Other:[2]								
Salaries Equivalent To GS–6 or less	7,014	40.0	14,314	55.1	N/A	N/A	295,937	49.1
Salaries Equivalent To GS–7 thru GS–11	10,225	58.3	10.951	42.2	N/A	N/A	258,942	43.0
Salaries Equivalent To GS–12 and Above	293	1.7	701	2.7	N/A	N/A	47,396	7.9
TOTAL	17,532	100.0	25,966	100.0	N/A	N/A	602,275	100.0

[1] Includes 11,771 General Schedule employees not broken down by grade.

[2] "All Other" means all employees paid under other than the General Schedule, such as Wage Board, Foreign Service, etc.

Readers who are interested in obtaining further information on the statistics contained in the above chart or any other figures in the article may contact the Office of Incentive Systems, U.S. Civil Service Commission, Room 3416, 1900 E Street, N.W., Washington, D.C. 20415 (Area Code 202/632-5568).

view. The award was based on intangible benefits of substantial general value.

☐ A $1,000 Special Achievement Award was granted to a group of 12 employees of Edgewood Arsenal, Aberdeen Proving Ground, Md., for participating during the period April 1970 to May 1973 as part of a cadre of facilitative discussion leaders conducting human relations and race relations seminars in support of the Equal Employment Opportunity program at Edgewood Arsenal.

☐ Many Federal departments and agencies granted honorary awards to their employees to recognize achievements such as management improvements, beneficial suggestions, and other performance deserving special recognition. The following data reflect this usage:

Number Granted for Suggestions

Total number granted for tangible benefits	745
Total number granted for intangible benefits	6,597
Government-wide total	7,342
Amount of tangible benefits	$14,933,174

Number Granted for Special Achievements

Total number granted for tangible benefits	375
Total number granted for intangible benefits	14,908
Government-wide total	15,283
Amount of tangible benefits	$33,923,479

—Joe Nordsieck

INTERGOVERNMENTAL PERSPECTIVES

Intergovernmental Personnel Act Workshop

The first nationwide IPA workshop is scheduled for November 29 and 30 at the Deauville Hotel, Miami Beach, Fla. The workshop will follow the International Personnel Management Association's 1973 International Conference on Personnel Administration.

The 2-day workshop will provide a unique opportunity for IPA State designees, local officials, Federal personnelists, and educators to exchange information about the IPA through discussion, information and experience sharing, and idea generation.

Workshop sponsors include: U.S. Civil Service Commission, which administers the IPA; International Personnel Management Association; International City Management Association; National League of Cities/U.S. Conference of Mayors; National Association of Counties; National Legislative Conference; American Society for Public Administration; Council of State Governments; and National Governors' Conference.

With its theme being that of making full use of all IPA resources to improve management capability, the workshop has these specific objectives:

☐ Improve State-wide IPA programs.

☐ Achieve full utilization of IPA mobility provisions.

☐ Improve personnel systems with IPA resources.

☐ Strengthen training and organizational development under the IPA.

Resource personnel invited include Gene Berrodin, Executive Director, International Personnel Management Association; Sal Prezioso, Commissioner, Office of Local Government, New York State; Mark Keane, Executive Director, International City Management Association; Norman Sharpless, President, International Personnel Management Association; Jane Hardaway, Commissioner, Tennessee Department of Personnel; and Mike Poggenburg, Executive Director, Advisory Coordinating Council on Public Personnel Management, California.

Sessions will cover a wide range of IPA activities. Some examples of session topics are the following:

☐ Strengthening training and organizational development—the National Training and Development Service will have responsibility for this session.

☐ Personnel system improvement—includes such timely issues as total system development, classification and pay, ADP, labor-management relations, and recruiting. Session leader will be Jane Hardaway.

☐ Resources for technical assistance and full, effective utilization of the IPA mobility provisions—session leader scheduled to be Douglas McIntyre, Director, Office of Technical Assistance, Bureau of Intergovernmental Personnel Programs, CSC.

☐ Improving State-wide IPA planning and administration—program leader scheduled to be Mike Poggenburg.

Joseph Robertson, Director, CSC's Bureau of Intergovernmental Personnel Programs, will speak at a meeting of the full workshop. Other major participants during the workshop will include: Harold Bennett, Director of Personnel, State of Arizona, who will be representing the Association of State Personnel Administrators; Seymour Berlin, Executive Director, American Society of Public Administration; Tom Lewisohn, Director of Personnel, Kansas City, Mo., and President of the Municipal Personnel Officers Association; and Jackson Floyd, Director of Program Development, National League of Cities.

—Lea Guarraia

SHIFTING GEARS IN PME

by JOHN D. R. COLE
Director, Bureau of Personnel Management Evaluation, U.S. Civil Service Commission

THE SENSITIVE EAR of a symphony conductor, the watchful eye of a football coach, and the trained palate of an expert wine-taster have at least one thing in common. They carry to a high concentration a specialized talent for *evaluation*.

They help an organization to check on itself—to answer the question: "How well are we accomplishing the task we set out to do?" On their ability to answer this question accurately depends much of the organization's success.

In an entirely different frame of reference, the Federal Government also has need of evaluation, and even more specifically, a fine-tuned evaluation, of the way it manages its human resources. Certainly no more critical checkpoint exists, and the system in use has been greatly improved in the past. Yet further improvements are possible, and will be made.

New requirements for personnel management evaluation (PME) going into effect this fall will support the Presidential goal of achieving a "leaner, better managed, more effective Government." This coming "shift of gears" affects the way PME will be conducted in Federal agencies. It increases the emphasis on "management" in personnel management evaluation. That is, the Federal line manager will have a greater involvement in assessing personnel management practices in his or her own organization.

Key Factor

Better management of human resources in the Federal Government is a key factor in improving organizational effectiveness. The quality of these human resources, the development and utilization of their capabilities, and their costs are major controllable items.

Further, personnel management includes more than manpower planning, recruiting, staffing, development, and motivation of employees. It also asks how effectively managers organize the work, structure jobs, and thus set pay. It insures that all citizens have an equal opportunity to seek Government employment, to compete for jobs for which they qualify, and to work to their maximum potential. It preserves the integrity of the career system by insuring adherence to merit principles.

The Civil Service Commission, aware that an essential element of management is evaluation—the assessment of results achieved against objectives set—has developed an improved Government-wide system of personnel management evaluation.

The improved PME system is a coordinated approach, linking CSC with agency and installation evaluation efforts to accomplish two essential objectives:

☐ Achievement of a high quality, well-utilized work force, and thus better management and more effective accomplishment of the Government's business.

☐ Assurance of the integrity of the Federal merit system and compliance with personnel laws, rules, regulations, and public policy.

Another important aspect of the new system will be the development of more effective evaluation methods and techniques, including better measures of personnel management effectiveness.

An essential characteristic of the new system must be the built-in capability of management at the installation level to evaluate its personnel management effectiveness as an ongoing, integral part of the management process. The agency headquarters will be responsible for helping field installations make their local PME systems function effectively.

CSC regional and area office staffs will also be working with local agency managers. The Civil Service Commission will have the system-management responsibility. It will coordinate agency activities, providing technical guidance and facilitating the exchange of information, while maintaining its own capability to evaluate independently when needed.

First Step

As a first step in achieving the Government-wide personnel management evaluation system, the Commission issued a revision of FPM Chapter 250 calling for more effective agency capabilities in the PME process than had been required previously, both in the field and at headquarters. The new guidelines went out to agencies in October.

Under the old guidelines, most evaluations were conducted by teams made up of Civil Service Commission or agency evaluators. The evaluators would go on-site at a Federal field

installation to obtain pertinent data. They would administer a questionnaire. They would talk to supervisors, employees, union leaders, and personnel people. They would examine records.

In short, they collected a great deal of information about a given installation's personnel management and operations. With that information in hand, the team members—either as a team alone or in conjunction with installation personnel—would identify problems and recommend solutions. Results were then reported to top management at the installation.

Too often, the Commission has found, the report failed to have the necessary impact.

To illustrate the difference in personnel management evaluation emphasis intended by the new guidelines, we might visualize a pair of representative scenarios.

In the first, let's imagine it is Tuesday morning at, say, Thunderbird Air Force Base. The base commander, Colonel Johnson, is almost finished with his weekly staff meeting. . . .

Johnson: "Gentlemen, at this point, I'd like to turn the meeting over to Dave Thompson, our personnel officer.

"As some of you may recall, about, oh, a month or so ago, we had a survey team here at Thunderbird to take a look at our civilian personnel operation.

"The purpose of their evaluation was, as I understand it, two-fold: They wanted to see if we are complying with the various rules and regulations as we should. And—what is more interesting to us here today—they wanted to see what kind of contribution our personnel system is making to the overall operation.

"Dave will tell us what the team found out and what conclusions and recommendations resulted from those findings.

"Dave. . . ."

Thompson: "Thank you, Colonel." (Picks up pointer and flips to Chart 1.)

"As we have indicated here (tap), the evaluation indicated four areas to be given additional emphasis by the Civilian Personnel Division in the next fiscal year. . . ."

The new PME guidelines are designed to change that scenario to something more like this:

Johnson: "Gentlemen, this morning our topic for discussion is going to be how *we* go about evaluating personnel management at this installation.

"As you know, we're in that part of our planning cycle where we have to set our goals and objectives for FY 75. One of the main concerns that we have is how we're going to get better utilization of our human resources.

"So what I'd like to focus on here today is how we should identify the major personnel management problems that we have and how we should organize ourselves to try to address those problems.

"Since Dave Thompson, our personnel officer, is the expert in this area, I think it would be appropriate if we heard first from him . . . ."

Thompson: "Well Colonel, going on past experience with personnel management evaluations, I'd say the first thing we should do is form a task force that includes various operational managers as well as personnel specialists to find out exactly what the problems are. After that we can appoint ad hoc work groups to dig into the major problem areas."

Subsequent staff meetings at "Thunderbird" would review the findings of the personnel management evaluation task force, appoint special problem-solving work groups, review *their* findings and recommendations, and decide on the appropriate corrective actions to initiate.

The significant difference between the two scenarios is that the personnel management evaluation function no longer is initiated and carried out primarily as a *personnel* function. Under the new personnel management evaluation guidelines, it is the senior *line manager* who initiates and oversees the evaluation.

Because the senior line manager is directly involved in the evaluation process from start to finish, the results of the evaluation are likely to be more useful to him in meeting his overall management goals than if evaluations were conducted only by personnel people, with personnel people.

Logical Development

Recent changes in Federal policy for personnel management evaluation may be seen as logical developments in a process of evolution that began with the decentralization of authority for personnel matters that started during World War II. At that time, the size of the Federal civil service grew to almost 4 million people, making it impossible to control all personnel matters in one central agency.

Then, in 1947, through Executive Order 9830, personnel management permanently became a primary responsibility of all who plan, direct, or supervise the work of Federal employees. To heads of departments and agencies was delegated the authority to effect personnel actions and to make personnel management decisions without prior review. The Civil Service Commission became primarily a policy-making and standard-setting organization with responsibility for leadership in personnel matters—and authority to inspect, review, and evaluate agency personnel activities.

As a result, the initial function of PME was that of "inspection"—insuring that delegated personnel authority was carried out in compliance with the Commission's rules and regulations.

In the 1950's a new concept and new methods were introduced into evaluation. The new concept was that of programmatic review. The trend was beyond inspection of specific personnel actions and procedures, toward evaluation of the adequacy of agency personnel programs. Standards for evaluation of personnel management were established as

a result of efforts to assure consistency and enhance the validity of the inspection process.

Another stage of evolution began in the 1960's. During the previous phase, the inspection program dealt with the personnel function as if separated from total management. The new evaluation step extended the review of personnel management to relate it to mission accomplishment. The perspective deepened to illuminate organizational problems rather than functional personnel problems alone. A report-card reporting format was replaced with an approach designed not simply to describe, but to assess. Now the effort was to evaluate the effectiveness of personnel management, identify problems, and make recommendations designed to motivate action at whatever level needed.

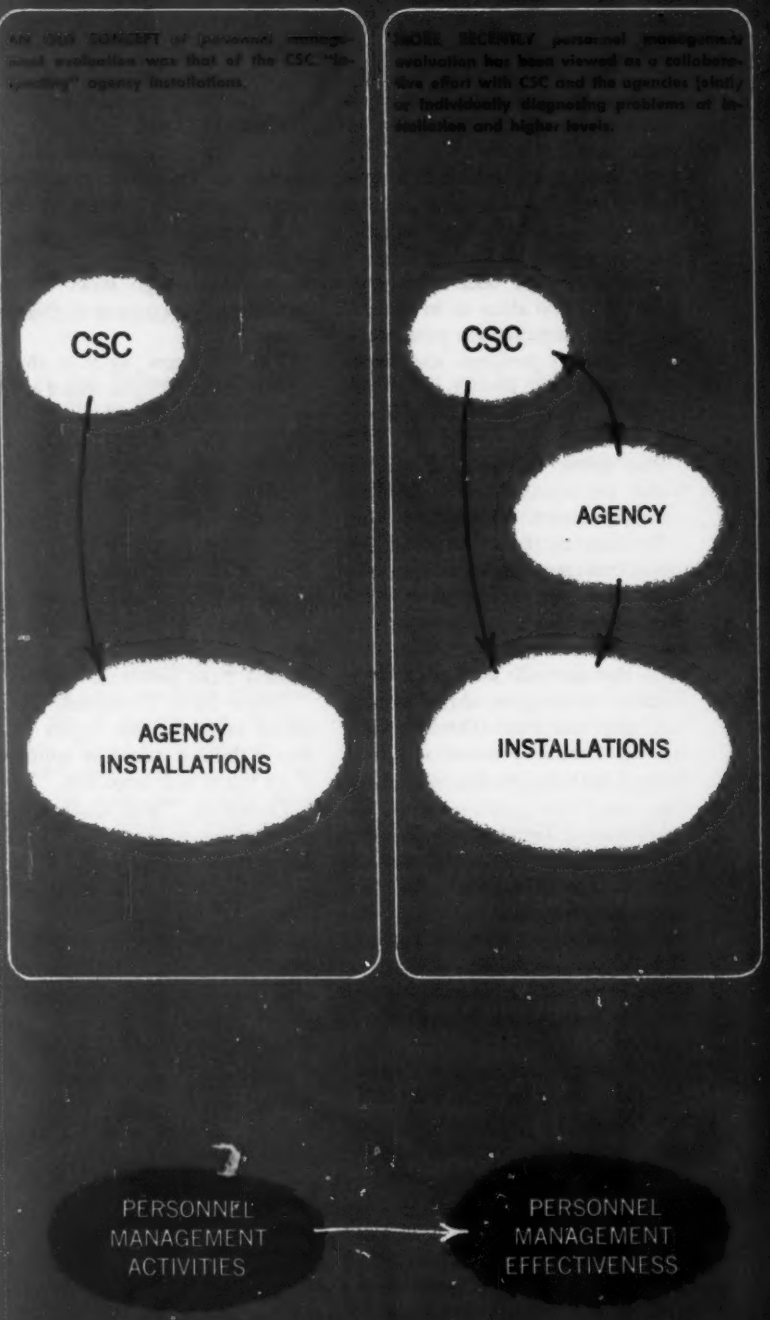
Landmark Directive

A 1969 memorandum from President Nixon to departments and agencies marked a new direction in evaluation. This landmark directive reemphasized and revitalized the importance of the personnel function in good management.

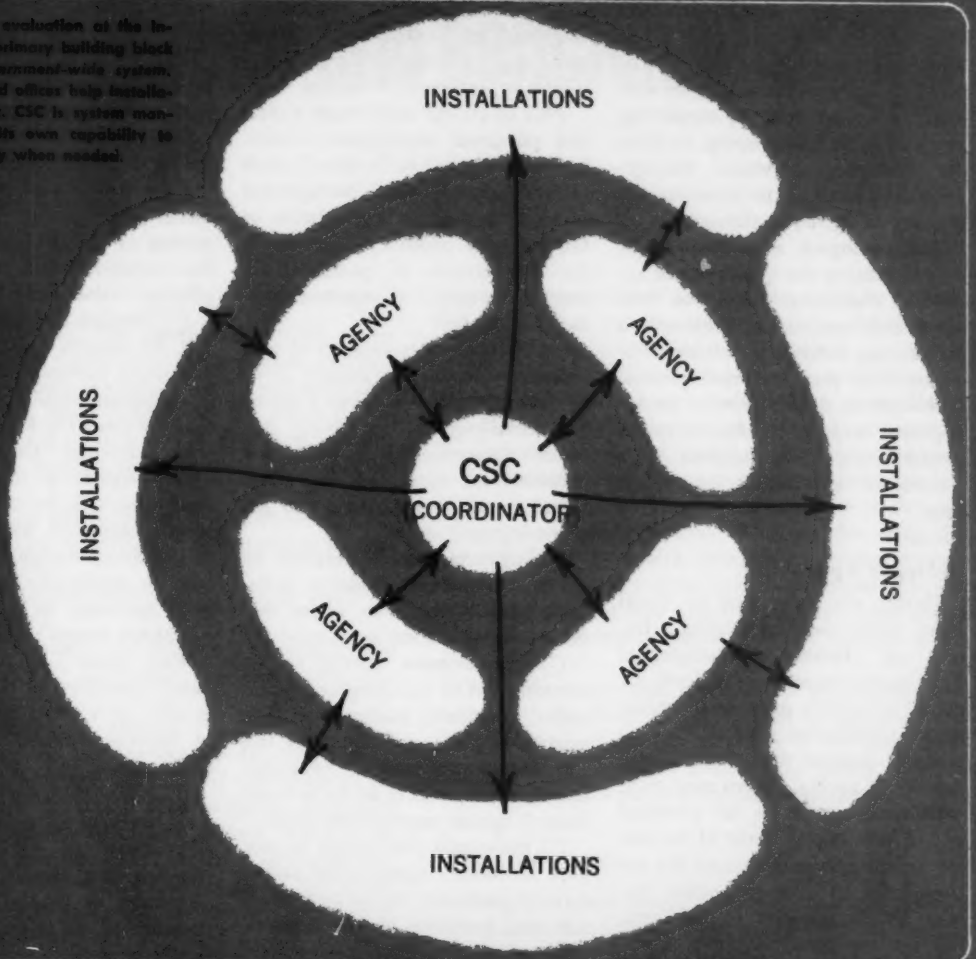
The need for a new direction in evaluation had become apparent. Personnel management was recognized as an integral part of the total management process, managers and supervisors were becoming more involved in personnel management, and there was a need to appraise total personnel management effectiveness and impact on agency mission.

The President's memorandum emphasized to department and agency heads his expectation of more effective personnel management as a means of achieving the most efficient and economical utilization of personnel resources in Government. It also stressed the importance of evaluation in realizing these expectations, and charged agencies with responsibility for developing their own evaluation systems and capabilities.

In addition to maintaining its own independent evaluation capability,



THE NEW VIEW sees evaluation at the installation level as a primary building block in a coordinated Government-wide system. Agencies and CSC field offices help installations make PME work. CSC is system manager, but maintains its own capability to evaluate independently when needed.



A BETTER WAY is to evaluate personnel management effectiveness in terms of its impact on overall organizational effectiveness and its relationship to other management functions.

the Civil Service Commission was assigned the leadership role in establishing standards for agency evaluation systems and assessing the adequacy of those systems, conducting research in and developing methods for evaluating personnel management, and insuring qualifications and training of agency evaluators.

Methodological advancements included refining the questionnaire approach, improving ADP data handling and analysis capabilities, and introducing behavioral science techniques into the evaluation process. Development of the "special study" approach made it possible to gather specific program information in a number of installations in a short time.

In-Depth Appraisal

During the latter part of Fiscal Year 1973, the Commission's Bureau of Personnel Management Evaluation completed an in-depth appraisal of agency progress in implementing evaluation systems. This assessment revealed that, while a large number of agency systems now exist, most were not yet as far advanced as had been hoped. Some of the major departments and agencies did not have fully effective evaluation systems. Smaller agencies, by and large, had not yet developed fully practical, comprehensive approaches that take into account both their unique needs and their limited resources.

The Commission concluded that some basic limitations in the concept and design of these evaluation systems resulted in less than full realization of their potential for improving personnel management.

In assessing agency progress in implementing evaluation systems, *three major areas were identified in which improvement is needed.*

First of all, the study made it clear that personnel management evaluation systems need to be linked much more closely to overall management planning and policy formulation to become fully effective in improving the management of personnel resources. Personnel management evaluation must be:

☐ Focused more on internal self-evaluation at the installation level, to insure that the capabilities required for identifying and resolving personnel management deficiencies and problems are developed and maintained locally—where the actual job of managing is done.

☐ Supported more effectively by agency headquarters guidance, assistance, and oversight to assure that evaluation efforts are productive.

☐ Geared more directly to the measurement of (1) progress toward major personnel management improvement goals and objectives and (2) the contribution of personnel management practices to the achievement of specific management goals.

☐ Sufficiently coordinated to provide an overall agency-wide assessment of personnel management progress and problems at the level of the head of the agency.

☐ Comprehensive enough to include consideration of other management activities that are closely related to personnel management but are centered outside the personnel office, such as budget, manpower control, management analysis, and other staff activities, as well as management and supervisory practices.

Second, the study determined a need for integration of existing PME components into a more comprehensive evaluation system. In many agencies, separate evaluation systems and parts of systems were found operating with little coordination.

Finally, the study found that more emphasis was needed in nearly all agencies on evaluating the degree of compliance with merit principles and with the letter and spirit of legal and regulatory requirements.

For the Commission's part, two of our high-priority operational objectives for improving the effectiveness of personnel management evaluation in FY 1974 are to:

☐ Intensify work with 20 departments and agencies, employing 93 percent of the civilian work force in the executive branch, to achieve fully effective evaluation systems.

☐ Develop and test a model system for smaller agencies to use in evaluating personnel management.

Minimum requirements for this Government-wide PME system have been published. On-site review of agency actions at the headquarters level also will be completed. And specific guidance will be provided to individual departments and agencies, as appropriate, on further actions necessary to satisfy the new evaluation system requirements.

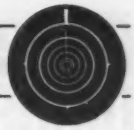
Two more high-priority operational objectives for the Commission in FY 1974 relate to development of improved measures of program effectiveness:

☐ Completion of a prototype study on how better to measure the effectiveness of agency manpower planning and staffing efforts, with proposals for change in the future approach to the evaluation of these aspects of personnel management.

☐ Procedures in operation for a continuing exchange of up-to-date information with other organizations on the state of the art in program evaluation, for adaption to the personnel management evaluation system.

These efforts by the Commission and Federal agencies are essential to the development of a personnel management evaluation system that is capable of meeting the management needs of the future. Resources have been committed and we are on our way. The job ahead is to link the Commission and agency systems into an improved Government-wide personnel management evaluation system that will help to bring about better government. #

OF JOB FACTORS AND BENCHMARKS



Field Test in Progress

Phase I is complete. The initial design of the factor ranking/benchmark approach to the evaluation of General Schedule positions in grades GS-1/15 was completed in August of this year. Preparations for Phase II, the nationwide field test, were started at that time, with the field test now in progress and scheduled for completion this December.

The purpose of the field test is to permit the Civil Service Commission to find out if this approach to position evaluation will:

- ☐ Result in accurate and consistent grade levels for the positions tested.
- ☐ Be understandable and acceptable to program and personnel managers, supervisors, employees, and employee representatives.
- ☐ Be administratively feasible.

The Commission, working through the headquarters offices of the major agencies and the Commission's regional offices, set up a master plan for the test application of the factor ranking/benchmark criteria. We also designed questionnaires to gather the views of supervisors, employees, and personnel specialists about the understandability, acceptability, and feasibility of this approach to position evaluation.

The Plan

This plan involves the selection of more than 100 field activities and the identification of approximately 5,000 nontrainee, nonsupervisory positions to be evaluated using the benchmark criteria developed during Phase I. These benchmarks, 277 in number, describe positions in about 100 different occupations. Collectively, they cover the full range of grade levels, GS-1 through GS-15.

In preparation for the field test, the Commission's regional offices made necessary arrangements with agency field activities to participate in the test. Together they reached mutual agreement on the numbers and kinds of positions that each activity was to point-rate using the factor ranking/benchmark criteria.

Representatives of the Test and Implementation Group visited each regional office to brief agency field activity personnel officers and specialists on the current status of the project and field test plans, and to conduct training both in position evaluation, using benchmarks and guidecharts, and in field test procedures.

Participating field activity personnel specialists and position classifiers are now desk-auditing, redescribing, and point-rating the positions in their field test sample. They also are securing employee and supervisor response to the questionnaires and completing questionnaires eliciting their own views about various aspects of this approach to position evaluation. They are discussing the factor ranking/benchmark approach to position evaluation with employees and supervisors participating in the test, and explaining how they arrived at the point values assigned to the several factors for the position being point-rated.

These discussions and explanations are an important feature of the field test. They enable employees and supervisors to gain an understanding of the factor ranking/benchmark approach sufficient to permit them to make an informed response to the questionnaires.

Then the Analysis

These personnel management specialists and position classifiers at the field activities selected for the test are not being asked to reach grade-level conclusions as a part of the point-rating process. Their responsibility centers on determining the point values that they decide should be assigned to each factor in the position being evaluated. These point values will be converted to grade levels by the staff of the Test and Implementation Group, who will analyze the grade-level results in terms of their cross-occupational, cross-agency consistency and their appropriateness in relation to the concepts of grade level embodied in existing legislation.

When the field activities portion of the test is completed, CSC regional offices will carry out a post-test review of a selected sample of the positions point-rated by the activities. The purpose of this review is to validate the field test data prior to its analysis by the Test and Implementation Group. So Phase II comes to an end. On to Phase III—the analysis of field test findings.

—Mary S. Hansen

Adverse Actions

First Amendment constitutional rights

Appellant was removed on six charges of making false and irresponsible statements about his fellow workers and others, failing to follow proper procedures in making such allegations, and related charges. The first appellate level office found that all the charges were sustained, and affirmed the removal.

On appeal, the Board reversed the previous decision. The Board found that many, if not most, of the allegedly false and irresponsible statements made by appellant, even if not completely true, were based upon incidents from which appellant could reasonably have concluded that they were true. It was noted that the appellant addressed his charges only to his superiors within the agency. The Board held that appellant, in making these allegations, was acting within his First Amendment right to petition for redress of grievances to the superiors in his department.

Withdrawal of resignation

The agency, in compliance with an agreement entered into with the appellant, who had been removed from his position, restored him with back pay. As part of the agreement, the appellant submitted his resignation, to become effective in 13 months. After receiving the benefits of the agreement, and after exhausting his annual leave, the appellant notified the agency that he wanted to withdraw his resignation. The agency refused to accept a withdrawal of the resignation—citing its performance in accordance with the terms of the agreement, and the appellant's unwillingness to return the benefits he had received.

The Board of Appeals and Review found that appellant had voluntarily resigned in accordance with a valid agreement, and that the agency had proper reasons for not granting the requested withdrawal of the resignation. The Board concluded that the appellant's separation, under the circumstances, did not constitute an adverse action within the purview of the Commission's appellate jurisdiction.

Conviction of employee

The appellant, who was convicted in court of a crime, contended that the agency should have suspended its decision to remove him because an appeal from his conviction was pending. The Board, finding that the removal action was procedurally and substantially proper, affirmed the decision of the Commission's first appellate level, holding that the agency was not required to keep the appellant on the rolls pending exhaustion of his appeal rights in court.

Equal Employment Opportunity

Allegation of reprisal

Complainant, a female, filed a complaint alleging reprisal for having filed an earlier complaint. The first complaint alleged discrimination because of sex in nonselection for promotion. After investigating the first complaint, the agency found that a procedural error had occurred in the promotion process, and offered to settle that complaint informally by offering the complainant promotion on a prospective basis. Complainant would not accept the offer unless the agency also found discrimination and made the promotion retroactive. The agency thereupon rescinded its offer and proceeded with the processing of the first complaint.

After the first complaint was closed by the agency, the complainant filed a second complaint in which she alleged that the earlier withdrawal of the offer of promotion on a prospective basis was an act of reprisal. The agency declined to process the allegation of reprisal, and the BAR affirmed. The Board noted that an agency is required to make an attempt to settle a complaint informally after it has been investigated, that the offer of promotion on a prospective basis was the agency's attempt to settle the first complaint, and that the withdrawal of that offer was a consequence of the complainant's unwillingness to accept the settlement offer.

Cancellation of complaint

After filing a complaint of discrimination based on sex, the complainant voluntarily withdrew her complaint before investigation was initiated. Approximately 2½ months later, she requested that her complaint be reinstated because agency officials did not "keep their word." The record did not show that the agency had agreed to take any action in her case, however, and her letter of withdrawal contained no conditions or terms. The agency declined to reinstate the complaint. The Board found no basis for requiring the agency to reopen or reinstate the complaint and, accordingly, affirmed the agency's decision.

Reduction in Force

Bona fides of reduction in force

On appeal to the Board, the appellant's representative renewed the contention that the appellant's position had been selected for abolishment in the reduction in force due to the agency's dissatisfaction with his performance and, therefore, the agency erroneously used reduction-in-force procedures to fire the appellant. The evidence of record contained enough information to indicate that the

appellant's contention was not a frivolous one.

The Board rescinded the first appellate level decision and remanded the case to the first level for further development and consideration of the issue of the reasons for the reduction in force. This was done in order to determine whether the action taken was directed at an employee personally, which would be an improper basis for reduction-in-force action.

Transfer of function

In preparing for a transfer of function, the losing agency prepared retention registers on which it singled out those employees identified with the transferred function. After submitting the registers to the receiving agency, the losing agency discovered that the appellee had not been identified with the function transferred, although he should have been. The receiving agency stated that the retention registers had been distributed, that offers of transfer of function had been prepared based on the original registers, and, therefore, that no additions could be made to the registers. The first appellate level office reversed the agency action.

The Board, in affirming the previous decision, found that the agency is responsible for identifying employees primarily engaged in a function being transferred, and that, where the agency error constitutes a denial of an employee's rights, the error must be corrected. The Board recommended that the reduction-in-force action affecting the appellee be canceled, and that the appellee be offered the opportunity to transfer with his function.

Termination of probationers

Effective date of appointment

The agency appealed from a decision of the Commission's first appellate level, which held that the appellee was legally appointed to a position and was improperly prevented from entering on duty as a Federal employee on the date he was told to report for processing. The first appellate level held that this was tantamount to a termination of a probationer without benefit of procedures as provided by civil service regulations.

The Board affirmed and held that an appointment to the Federal service has been made when the last act required by the person or body vested with the appointing power is exhausted. An appointment once made is irrevocable and not subject to reconsideration. Completion of all the acts necessary to effect an appointment must include some form of written statement emanating from the appointing power. Such action is an indication of the agency's intent, which, coincident with the applicant's intent to be employed, completes the appointment.

The Board concluded that when, as in this case, the appointing authority has exhausted the process leading to appointment, no other act on its part being necessary, and the appointee has signified his acceptance, expectancy of employment at that point is so firm that the appointment must be deemed complete and not subject to defeat by any mental reservations or change of intention of the appointing authority.

Reemployment Priority List

Effect of refusal to accept a part-time position

The appellant was separated by reduction in force from a full-time position and was placed on the agency's reemployment priority list. Subsequently, she was offered and refused a part-time position in another office in the same commuting area, and her name was removed from the list of employees to be considered for positions at or lower than the grade of the position she refused. When a vacancy at that grade occurred in her previous office and was filled by a nonpreference eligible from a competitive register, the appellant appealed. The first appellate level office found no violation of the appellant's reemployment rights.

The Board reversed the previous decision, finding that the regulations do not call for the removal of an employee's name from a reemployment list for refusal of a *part-time* position when the employee was separated from a *full-time* position. The Board further found that the agency could not fill a vacant position in the commuting area with a nonpreference eligible from outside the agency while a qualified employee remained on the reemployment priority list.

The Board recommended that the appellant's name be restored to the list and that the agency take appropriate action to correct the improper filling of the position at issue, which violated the protections afforded individuals on the reemployment priority list.

Acceptable Level of Competence

Inadequate documentation of reconsideration file

The Board found that the agency's reconsideration file did not contain sufficient documentation upon which the reconsideration official could have determined the validity of the reasons for a negative acceptable-level-of-competence determination and decision to withhold the appellant's within-grade increase. While the Board will not substitute its judgment for that of the agency as to the quality of the appellant's performance, the reconsideration file must contain sufficient documentation to support a conclusion that the withholding action was accomplished in compliance with civil service regulatory requirements and was not arbitrarily reached and affirmed.

The Board found that the agency had ample opportunity to produce documentation in support of the negative determination, and yet the reconsideration file consisted only of vague and general representations from the employee's supervisor. Therefore, the conclusion of the Board was that specific documentation in support of the reasons for the negative determination was not available

and that the appellant had been improperly denied his within-grade increase. It directed the agency to grant the within-grade increase retroactively, effective to the date the appellant completed the waiting period.

Reasons for reversal of negative determination

On appeal to the Board, appellant contended, and supported with documentation, that an appropriate official of the agency had certified that the appellant was performing at an acceptable level of competence, and that, after the effective date, the agency had denied his within-grade salary increase. The agency, in response, acknowledged the certification, but stated it had been "mistakenly signed."

The Board found that there had been, in fact, a proper certification that appellant was performing at an acceptable level of competence, and that there is no regulatory basis on which an agency may recall a within-grade salary increase after it has been certified and made effective. On that basis, the Board reversed the agency's negative determination and directed retroactive restoration of appellant's within-grade salary increase.

Retirement

Sick leave credit toward computation of annuities

The appellant had a total of 830 hours of sick leave, which was not credited to him when he transferred from one agency to another because the gaining agency was under a different leave system. Upon his retirement, he asked that the sick leave be credited in the computation of his service under 5 U.S.C. 8339(m).

Federal Personnel Manual chapter 630, subchapter 5-2 (a)(4), provides that the leave be held in abeyance under such circumstances, to be recredited to the employee if he returns without a break in service in excess of 3 years to the leave system under which the sick leave was earned. The Board found that the provisions of 5 USC 8339(m) apply only to sick leave that is "immediately available."

Since the appellant retired without ever again becoming subject to the leave system under which the sick leave was earned, his sick leave, while potentially recreditable, was not "immediately available" and could not be credited in the computation of his service for annuity purposes.

—William P. Berzak

TRAINING DIGEST

New Initiatives—Training and Development

The Civil Service Commission will be involved in several new training and development efforts during FY 1974. Among them are OMB's Federal Executive Development Program and the accelerated operational management and executive training program in 12 high-impact agencies, both discussed in detail elsewhere in this issue. Each of the 12 agencies will identify at least 75 percent of its career supergrades for whom further development is most appropriate. These agencies are to make the fullest practical use of the Federal Executive Institute residential program and to place at least 5 percent of their identified supergrades on mobility assignments and insure that the remainder are involved in at least 1 week of formal (classroom) management training.

Each agency will also select GS-13/15 mid-managers for participation in the program. At least 10 percent should receive a mobility assignment, and the remainder should receive at least 2 weeks of formal management training.

An individual development plan must be prepared for every supergrade and mid-manager identified—prepared jointly by the supervisor and the employee so that the organization's executive manpower needs can be best integrated with the employee's career goals.

In planning executive development out-of-agency mobility assignments, agencies may pay particular attention to the resource of Title IV of the Intergovernmental Personnel Act, which authorizes the temporary assignment of employees between Federal executive agencies and State and local governments for work of mutual concern and benefit. While IPA assignments are not intended solely for training purposes, Federal agencies should consider their potential and appropriateness in executive development programs as opportunities arise.

Also part of the Commission's effort to help agency managers achieve greater organizational effectiveness are the major steps to be taken toward the long-range goal of a nationwide network of training delivery resources within the Commission. A major component of this year's effort will be curriculum implementation and evaluation of programs. Altogether, 120,000 Federal employees are expected to attend CSC courses nationwide this fiscal year.

The Bureau of Training will be contributing to further development of the New Federalism during the current fiscal year through a nationwide expanded curriculum of training courses and materials for "handoff" to State and

local governments. Complementing this effort, there will be a stronger program for "training trainers" to encourage wider use of these materials at the State and local levels.

Federal managers may expect a revised FPM Chapter 410 (Training) in the early months of 1974. In addition to a general up-date, the thrust of the revision is to enhance the utility of the chapter as a tool for effective management and productive use of governmental training.

Other new Bureau of Training products that will address the management of training include Training Value Model I, a tool which is available now and is useful in forecasting the economic efficiency that future training may provide; and Needs Determination System I, which is a process for identifying problem areas related to production and isolating those that are potentially responsive to training. This product will be available in late Spring.

Those directly concerned with planning and operating governmental training programs may also expect a variety of new materials and guidance. Publications designed to assist Federal, State, and local government entities in developing and implementing upward mobility training will be coming throughout the year. There also will be a larger, more specialized curriculum of Commission courses for managers, training administrators, and employee development specialists to improve their knowledge, ability, and skills in the training function.

New Courses and Films

The Labor Relations Training Center in the Commission's Bureau of Training has announced the addition of two new courses to its curriculum. *Labor Relations for Personnel Specialists* is designed for the non-labor relations personnelist as an introduction to the impact of labor relations on traditional personnel management. *Labor Relations for Personnel Officers* is designed for personnel/labor relations officers to assist them in fulfilling their responsibilities as principal labor relations advisers to the management team.

Information on the new courses and other courses available can be found in the 1972-73 Labor Relations Training Center brochure of courses and course dates, which is available from the Bureau of Training.

The Training Center also is developing three films dealing with various aspects of public sector labor relations, which will be available in the fall from the General Services Administration's National Audio Visual Center. *At The Table,* a simulation of a labor-management contract bargaining session, illustrates the various tactics and techniques of contract negotiation. The Department of the Navy's Office of Civilian Manpower supplied both the script and the "actors" to produce a vivid and realistic look at the dynamics of negotiations. *Anatomy of a Grievance* illustrates the processing of a white-collar grievance through the steps of a typical negotiated grievance procedure; in *Arbitration of a Grievance,* the same grievance is pursued through all phases of arbitration, leading to settlement by an arbitrator.

For further information on courses and films, call or write the Labor Relations Training Center, Room 7H15, U.S. Civil Service Commission, Washington, D.C. 20415 or phone 202/632-4411.

Effective Use of Long-Term Training

Each year Federal agencies select a number of individuals with high potential to attend educational programs of extended duration. These programs are classified as long-term training, which is defined as training received by an employee on a full-time basis for more than 120 days in either a Government or a non-Government facility.

The Federal Government has used long-term training for many years. Prior to 1958, it usually took the form of university courses of study for specialized scientific occupations. With the passage of the Government Employees Training Act, the use of long-term training was expanded to include development of the administrative and analytical abilities of managers and executives.

The number of employees participating in long-term training rose from a modest 189 participants in FY 1961 to 1,642 in FY 1971, an increase of more than 800 percent. Yet, despite this substantial growth pattern, only one out of every 500 employees trained each year receives long-term training.

Although participation in long-term training is minimal in relation to total training efforts, such training does represent a sizable investment in terms of manpower, cost, and commitment. This investment imposes a serious responsibility on agency management to make the most effective use of a unique type of employee development.

In response to the need for more guidance in the effective management of long-term training, the Bureau of Training has published a guidance pamphlet entitled "Making Effective Use of Long-Term Training." The pamphlet is designed to assist agency managers, supervisors, and training personnel in planning for and using long-term training opportunities.

The pamphlet focuses on management responsibilities in identifying training needs, selecting participants and facilities, utilizing skills and knowledge after training, and evaluating results—the very areas where, according to various studies, improvements are most needed. Also included in the publication are detailed descriptions of various long-term training programs currently available to Government employees.

—Vi Pagos

"Accurate, clear, concise . . ."

Blind Employees Succeeding as Job Information Specialists

by HEDWIG OSWALD, Manager, Selective Placement Programs, Manpower Sources Division, Bureau of Recruiting and Examining

Dateline: September 1972. "In our estimation, the position of Information Specialist is especially well suited for the blind. The primary skills needed to explain and interpret civil service regulations to the public are not at all related to one's visual powers. With extensive training, planning, and good supervision, a blind person, we are sure, can fill this position successfully. However, we do foresee some problems that must be solved before this proposal can be successfully implemented."

That quote was typical of the responses received from each of the Civil Service Commission's regional offices when it was first suggested that the Commission employ blind persons to handle the telephone lines in Federal Job Information Centers, which operate out of CSC area offices.

ABOVE: Kathy Roach Crawford, Boston, gives over-the-counter job information to an applicant for Federal employment.

PAGE OPPOSITE (*l. to r.*): Elizabeth Anderson, Dallas, uses copier at Texas Services for the Blind to duplicate braille for use in her office and at Arkansas Enterprises for the Blind. Annetta Veazey, Houston, updates her flip-deck card file with inserts she has just brailled regarding new job announcements. And Albert Contreras, Los Angeles, addresses mailing labels from his brailled notes taken during telephone contacts with "customers."

A BRAILLE TRANSLATION of the article title is reproduced over the photos on the opposite page.

Dateline: May 1973. The elapsed time from proposal to reality was only 9 months. Six blind persons began new careers in May, working beside their sighted peers as Job Information Specialists in area offices located in Atlanta, Boston, Dallas, Houston, Los Angeles, and Orlando.

How did all this come about? Mainly through careful design of the project, paying particular attention to issues and problems that were raised by CSC managers. A training program was begun in January 1973. It is being funded through combined resources provided by the Social and Rehabilitation Service of the Department of Health, Education, and Welfare; Arkansas Enterprises for the Blind, at Little Rock; State rehabilitation agencies; and the central and local offices of the U.S. Civil Service Commission.

According to Dr. Allan Ward, director of research and staff development at Arkansas Enterprises for the Blind, the training program evolved from a successful project that AEB launched in 1967, in cooperation with the Internal Revenue Service. In this program, blind persons give out tax information over the telephone. From experience and guidance gained in the IRS training venture, the CSC project had a headstart.

What is a Job Information Specialist expected to do? The title itself offers a good description of the work—and it is being performed by both sighted and unsighted persons in Federal Job Information Centers. Each FJIC specialist must be familiar with all facets of Federal employment: how to apply for positions; qualifications standards; local and national job markets; and regulations dealing with promotions, health benefits, reduction-in-force procedures, and all the many other personnel subject areas.

Most Federal job information is transmitted over the telephone. In addition to the local-call capability, a "Wide Area" Telephone Service (WATS) was installed in 1972 to assure that all citizens seeking information would have immediate and personalized answers to their questions, at no cost to them and regardless of their geographic locations.

Although most questions are answered via telephone, face-to-face contacts with the public continue—usually with specialists in each FJIC taking turns at the counter. Mailing out job announcements, applications, and other such forms plays an important part in the followup on each inquiry. Responsibility for keeping all types of information updated and readily available adds another vital dimension to the Job Information Specialist's work.

How the Program Works

There are some differences in the way this job is performed by blind employees, but the results are the same. A look at the program, step by step, shows why this is so.

Step one begins with the recruitment of candidates by State vocational rehabilitation (or division for the blind) agencies in the targeted employment locations. Applicants are evaluated by the State agencies' professional counselors and interviewed by CSC area office staff members.

The qualifications standards for getting into the training program are tough, but this is necessary. Graduates of the program must fulfill highly disciplined roles as businessmen and women, and they must have what it takes to succeed—for themselves and for the sake of a program that will benefit others as well.

The mental ability requirement is set at a minimum of slightly above average in measured intellect; proficiency in braille is a must (reading a minimum of between 60 to 100 w.p.m. and writing between 15 to 25 w.p.m.); typing speed must be at least 25 to 35 w.p.m. with good

accuracy; and spelling ability should be no lower than the 10th to 12th grade level.

The student should be able to write a good letter, dial a telephone, speak pleasantly with good diction, should possess a good memory, and have the patience to deal calmly with all kinds of citizen-customers. In addition, he or she must show total independence in getting about with competence and grace—indoors or out.

Applicants who have been nominated for training are sponsored by their State rehabilitation agencies to attend a 30-day prevocational evaluation at Arkansas Enterprises for the Blind, prior to the start of the formal training program. Dr. Roy Kumpe, director of the AEB center, stated that experience gained in the IRS project, the CSC effort, and similar vocational training programs has shown that this pre-evaluation is time well spent, for it tends to predict the successful graduates.

Many factors are evaluated. Primarily, the evaluation determines the individual's personal adjustment and the prevocational skills needed for success in the course.

The evaluation is done through individually prescribed services at AEB, with basic emphasis on the communicative skills of reading and writing braille, typing, use of recording equipment and recorded materials, use of the telephone, and the individual's ability to interrelate with others. Mobility is also a critical factor. An AEB spokesman said that though the preliminary 30 days is considered to be an evaluative period, most individuals receive secondary benefits during this time, including an awareness and a honing of their relevant skills.

Training

The next step is a 3-month course of instruction. Debbie Nutt, who has been working with blind persons at AEB for 3 years, is instructor for the classes. She noted that trainees receive instruction in all aspects of employment with the Federal Government. Classes are held on the history of the Civil Service Commission, its functions, and its regional network of offices, on Federal pay schedules, youth employment programs, equal employment opportunity regulations, and employee rights and obligations.

The students spend full 8-hour days in the classroom, taking braille notes, tape-recording the lectures, and studying brailled job announcements.

Trainees participate in detailed and realistic role-playing situations. Some take the roles of inquisitive persons telephoning the FJIC, while other trainees give out the information requested. During these exercises they become expert in the art of doing several things at once: taking braille notes on the caller's name and address, listing the kinds of materials to be mailed later, and often referring to their brailled reference sources. All the while they are learning to respond to the "customer's" demands pleasantly and patiently.

The content of this training curriculum was developed in great part with the active and enthusiastic participation of Nan Snow, personnel management specialist, and Eloise Cain, information specialist in the CSC Little Rock Area Office. They spent many hours extracting regulations and procedural and job information. Besides occasionally helping to present some of the course material in the classroom, they also arrange for the trainees to observe at firsthand the work going on in the Job Information Center.

AEB has created or adapted some devices to help the blind students. One is an electronic light probe that enables them to detect, by an auditory signal, which buttons are lighted on their multi-line telephones. Another aid, a flip-deck card file, was modified from a system used for some time by sighted information specialists in the Boston FJIC. Inserts for these card files are brailled by the trainees. The system provides a handy method of capsuling information about job announcements, qualifications, types of positions, etc.

First Class on the Job

Armed with their specialized equipment and with the knowledge stored in their own memories, the first class was ready to meet the dateline for employment in May 1973. A second class already has begun training, with a target date for starting work in November 1973—at offices in Chicago, Denver, Kansas City, Philadelphia, and Washington, D.C.

What have we learned about our initial appointees, about their skills, their adjustment to the job, and the adjustment made by their fellow employees? We've learned a great deal.

After a 3-month followup evalua-

YVONNE HOLSOMBACK, Orlando, displays the same smile that shines through her voice on the long-distance toll-free information telephones.

tion, Debbie Nutt said that she made some changes in her instructional methods and curricula. For example, she has put more emphasis on role-playing techniques, in order to include doing several other things while juggling the telephone.

Although it was apparent that the new employees were well prepared with their knowledge of national job announcements, they needed better preparation regarding local announcements. So the next class is spending a lot of out-of-classroom time braille-ing data about local announcements, furnished by Job Information Centers where they eventually will work.

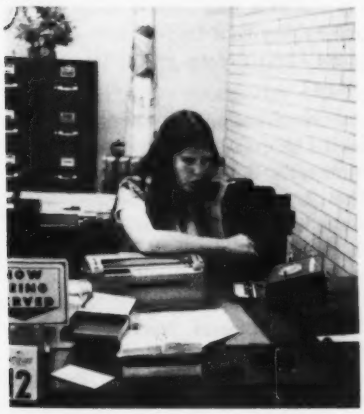
Following suggestions from the blind employees, more detailed training now is being included on retirement, reduction-in-force regulations, and how to fill out forms.

In general, comments made by area office officials about the initial orientation of each blind employee were similar. They noted that the time required for this check-in, when compared with time needed for sighted employees doing the same work, ran from "slightly less" to "slightly more." Very few worksite adjustments were necessary, but each location required slightly different physical arrangements and procedures. In some instances, materials to be mailed are kept at the employee's desk, filed in such a way as to facilitate retrieval. In other locations, braille-embossed tape has been placed on shelves for easy identification of the materials stored there.

Updating source materials and other information is essentially the responsibility of each Job Information Specialist. This fact is emphasized in the AEB course so that the blind trainees will be prepared. How has this operation been worked out on the local scene? In different ways at different offices. Sometimes sighted employees read job amendments and other new data to their blind colleagues; other times the blind person takes tape recordings of these changes to get them into braille. Sometimes the blind employee is included in group training or staff meetings, and at other times individual briefing sessions have been used to apprise the blind employee of new information. Regardless of the method used, each blind person reinforces his or her memory with braille notes or recorded tapes on the new data.

Plans are now underway to develop a quick method of brailling, at AEB, all national announcements, amendments, and other personnel information. At present, some of this is done at the AEB center and some by a volunteer, Selma Fuiks, secretary to the director of CSC's Dallas Regional Office. The new procedures will save considerable time and will allow for mass production and distribution of the brailled documents.

LINDA BOMAR GILMER, Atlanta, provides information to a caller about job opportunities and procedures related to Federal employment.



Successful Transition

Managers freely acknowledge that their blind workers often have needed extra time to get things done, especially in the early weeks of their employment, but each day brings more independence and greater efficiency as their confidence grows. They are also starting to take on additional tasks. Occasional counter duty (talking face to face with customers) is being tried and is working out very well in some locations. Another blind employee has been answering letters both in typed form and in braille, while some others have been included in orientation sessions regarding other CSC programs.

Getting to know their fellow workers has been no more difficult for the blind than it is for new, sighted employees. The blind quickly learn to move safely around their worksite and other areas. Under the initial direction of their sighted friends, they are able to find easily other offices, cafeterias, and other facilities.

Special situations were encountered by three of the blind job information specialists because they went to work in locales very far from their homes. This meant settling into a new life style, renting an apartment, learning to find their way around a new city, familiarizing themselves with shops and stores, and making new friends. They had no really serious problems, however, thanks to the interstate cooperation displayed by vocational rehabilitation agencies. Rehabilitation representatives assisted with the process of finding suitable living quarters and providing them with mobility training for inner-city travel on the strange new streets. There were a few misadventures during the first few weeks of trying to get to and from the job, but these travel problems were soon resolved.

From a Letterwriter

Perhaps the best way to describe how the blind employees look at their jobs is to quote from a letter written in answer to questions asked by AEB's Debbie Nutt:

"My present duties include doing a variety of things—from answering phones to stamping envelopes with a multistamper. I've helped stuff envelopes for sending out job interest cards, stapled amendments to announcements, stapled application forms together for easier mailing, run missions of mercy to the basement snack bar for coffee when none has been made and company is present, and placed calls to other area offices for obtaining announcements we may be out of. I even sat in on a Veteran's briefing on Thursday morning. I use the telephone light probe, but I've found I can also tell which line to

pick up because each rings on a different desk.

"My future duties: This is a subject often discussed between my supervisor and myself. She plans, starting in September, to put me on the counter and to label the file cabinets with brailled tape so I can find what I'm looking for in the way of supplies. She also said that I will be doing some correspondence by way of dictaphone. She wants to send me to some of the training courses offered because she feels I have a good future.

"Am I accepted? I guess if the girls borrow my cigarettes, ask if I *will* do something and not *if* I can, make me do my labels over again if they're not straight or have the slightest error, and fuss at me if they think I'm not getting out of the office enough—if all this means being accepted, I am.

"A suggestion: If I were you I'd not select for training anyone with any less than eight hands and I'd make sure they have full use of all of them. I have found that just two hands are not enough in this office! Seriously, I think some additional practice at doing several things at one time might not hurt. I have had to learn to answer phones, staple amendments, listen to someone in the office talking about something I need to know, and remember where I left off on an address label in my typewriter, all at once—it is a bit rough at times. My highest number of phone calls in one day has been 120—on top of all the other things I've just told you about.

"I am quite tired at the end of the day and still have to go home and work on brailling the Ready Reference Notebook, which contains the numbers and addresses most used in our office. It is all very challenging, but I would like a little time to see more of this city. I enjoy my work, the city, and the people I work with. I would like to say 'Thank you,' and share with you and with other students my experiences as I learn more and, by learning more, become able to do more in this field of work."

All the bumps have not been smoothed out for this first group of Job Information Specialists or for the new group ahead, but if we wanted to forecast success for the program, we would use the words of one of the FJIC supervisors, describing a blind worker: ". . . demonstrates the ability to communicate information to the public in accurate, clear, and concise manner. Deals effectively with the public through phone and personal contacts. One of my best employees!"

#

Woman and the Law

"Man is, or should be, woman's protector and defender. The natural and proper timidity and delicacy which belongs to the female sex evidently unfits it for many of the occupations of civil life. The constitution of the family organization, which is founded in the divine ordinance, as well as in the nature of things, indicates the domestic sphere as that which properly belongs to the domain and functions of womanhood. The harmony not to say, identity, of interests and views which belong, or should belong to the family institution is repugnant to the idea of a woman adopting a distinct and independent career from that of her husband . . . the paramount destiny and mission of woman are to fulfill the noble and benign offices of wife and mother. This is the law of the Creator."

This chauvinistic statement is excerpted from a Supreme Court decision in 1873, but the ideas set forth in it have formed the basis for judicial reasoning until very recent times. Within the last few years, however, some Supreme Court decisions as well as decisions in lower courts have totally reversed this concept. Not only has the position of women in society improved markedly in recent decades, but Congress has shown through the passage of the Equal Employment Opportunity Act that the public policy of the United States prohibits discrimination on the basis of sex.

Statutes that create classifications providing that one class of persons shall be treated differently from another class are viewed differently under the law, depending upon the basis of the classification. For example, classifications based on race are considered to be "suspect" and can only be justified on the basis of a "compelling state interest." As of this time, no classification on the basis of race has been found to be so justified. Classifications on the basis of sex, however, traditionally have been subjected to a lesser test, that of whether the state had a "rational basis" for that classification. In other

words, is there a substantial relationship between the classification and the object to be achieved?

Supreme Court and Lower Court Decisions

In *Reed* v. *Reed,* in 1972, an Idaho statute giving preference to men over women in administering estates was held by the Supreme Court to be invalid on the ground that the classification was unrelated to any purpose to be achieved by the statute. Administrative convenience in determining who should be appointed administrator without the necessity to hold a hearing was not considered by that court to be sufficient justification.

In 1973, in *Frontiero* v. *Richardson,* the Court determined that a regulation permitting men in the armed services to declare their wives as dependent whether or not they actually achieved that status, while requiring women in the armed services to prove actual dependency by their husbands in order to receive a dependency allowance as well as other benefits, was invalid. The Court invalidated that regulation on the basis that "classification on the basis of sex, like classifications based upon race, alienage or national origin . . . are inherently suspect, and must therefore be subjected to strict judicial scrutiny."

It should be noted that the majority opinion was signed by only four of the nine judges of the Supreme Court. A fifth judge concurred in the result but did so on the basis of the standard formulated in *Reed* v. *Reed,* that of a lack of a "rational basis" for the classification. Four judges dissented. It would seem, therefore, that the majority of the Supreme Court is not as yet prepared to find classification on the basis of sex to be inherently suspect.

Whether or not classification on the basis of sex is considered to be automatically suspect, lower courts around the country have been closely examining such classifications and increasingly have been finding them improper. As one judge recently stated:

"It is true, as plaintiffs claim, that equal rights for women is an idea whose time has come."

The cases in this area divide themselves into several categories. Perhaps the one that comes most immediately to mind includes those cases involving classifications in occupational opportunity. In 1971, in *Phillips* v. *Martin Marietta Corp.,* the Supreme Court was faced with a company policy of not accepting applications for employment from women with preschool age children. Naturally, no such barrier existed to the employment of men. In that case, the court determined that the proper test to be applied was whether it was a bona fide occupational qualification to hire men with preschool age children while precluding women with such children from applying. The court noted:

"The existence of such conflicting family obligations, if demonstrably more relevant to job performance for a woman than for a man, could arguably be a basis for distinction . . . . But that is a matter of evidence tending to show that the condition in question 'is a bona fide occupational qualification reasonably necessary to the normal operation of that particular business or enterprise.' "

What Is A Bona Fide Occupational Qualification?

The Equal Employment Opportunity Act of 1972 provides in section 703(e) that a classification on the basis of religion, sex, or national origin is permissible only when it is a bona fide occupational qualification. The difficulty arises over the definition of what constitutes such a qualification, and the courts have continued to struggle with its interpretation.

A landmark case in this area is the frequently cited decision of the Supreme Court in *Sail'er Inn* v. *Kirby.* At issue was a State law prohibiting a woman from tending bar unless she was the owner or wife of the owner of the bar. The court, unable to conclude that a condition existed that presented a "bona fide occupational qualification," held the section to be invalid. In noting that there is no longer any basis for the conclusion that women need protection against the rough atmosphere of a tavern, the court concludes with some pithy language:

"Laws which disable women from full participation in the political, business, and economic arenas are often characterized as protective and beneficial. Those same laws applied to racial or ethnic minorities would readily be recognized as invidious and impermissible. The pedestal upon which women have been placed has all too often, upon closer inspection, been revealed as a cage. We conclude that the sexual classifications are properly treated as suspect, particularly when those classifications are made with respect to a fundamental interest such as employment."

The court was also unable to understand why a woman owner was in less danger and presented less of an affront to public morality than a woman bartender who was merely an employee.

In *Eslinger* v. *Thomas,* the court grappled with a resolution of the South Carolina Senate allowing women to be appointed to various clerical positions with the senate but not to serve as pages. The resolution was based upon the fact that senators and their pages sometimes travel together, and the senate was anxious to avoid any "appearance of impropriety." (No mention is made of what appearances would be in the case of a woman legislator and her male page.) Noting that "we have only to look at our own female secretaries and female law clerks to conclude that an intimate business relationship, including traveling on circuit, between persons of different sex pre-

sents no 'appearance of impropriety,' " the court found the resolution invalid.

Perhaps, even more interesting, the South Carolina Senate resolution also provided that any woman employed in a permissible category must furnish a written statement from her parent or guardian assuming responsibility for her safety. The court gave that section even shorter shrift.

The Eslinger court summed up the rationale behind the South Carolina resolution and in so doing the rationale behind so many of the archaic laws unfair to women:

"[This rationale] rests upon the implied premise, which we think false, that, 'on the one hand, the female is viewed as a pure, delicate, and vulnerable creature who must be protected from exposure to criminal influences; and on the other, as a brazen temptress, from whose seductive blandishments the innocent male must be protected. Every woman is either Eve or Little Eva—and either way, she loses.' "

"Fair in Form . . . Discriminatory in Operation"

In *Griggs* v. *Duke Power Company,* the Supreme Court, in discussing employment practices that tend to prevent minority groups from being represented in the work force, noted that the EEO Act prohibits not only overt discrimination but "also practices that are fair in form, but discriminatory in operation . . . Congress directed the thrust of the Act to the *consequences* of employment practices, not simply the motivation. . . ." Many cases considering potential sex discrimination in employment practices have followed these principles.

In *Kohn* v. *Royall, Koegel & Wells,* a Federal district court in New York held that a woman attorney could bring a class action on behalf of "all women qualified for legal positions at Royall, Koegel & Wells who have been or would be denied employment because of their sex." In so holding, the court noted that it did not find the claim insubstantial.

Another judge in the same district looked at statistics indicating that most of the management-level women in the traffic department of the telephone company were concentrated in the lower level jobs and held that this placed a burden on the telephone company to show that this statistical breakdown was not the result of discrimination.

And a Kentucky court invalidated an employment policy requiring production workers to weigh at least 150 pounds, finding that weight was not necessarily equatable with strength and that the policy tended to eliminate women.

In *Gillin* v. *Federal Paper Board Co., Inc.,* plaintiff, who had been administrative assistant to the traffic manager, alleged that she was denied a promotion to the position of traffic manager because of her sex. Although the court concluded that the person who eventually received the position was better qualified for the job than was the plaintiff, the court did find error in the fact that she was not considered for the job. They noted that "while the ultimate prize was won by the male, who had superior qualifications, this in our view does not purge Federal of its prior discriminatory act of refusing to consider her at all not solely because of lack of qualification but because she was a woman."

Most courts have considered the question of what is a bona fide occupational qualification very narrowly, approaching with suspicion requirements that tend to eliminate women as a group rather than considering each woman applicant in an individual manner.

Thus, one court invalidated California statutes limiting the number of hours women could work and the amount of weight they could lift, and a New York court ruled unlawful professional baseball's restriction against the hiring of women umpires. Another New York court, however, was faced with a challenge to a requirement that an applicant for a position of audio-visual aid technician lift a 25-pound dumbbell with one hand and a 20-pound dumbbell with the other. Even though the weight-lifting test effectively prevented a woman from getting the job, the court found it to be a job-related test for the position.

Two-Edged Sword

Sex discrimination can be a two-edged sword, as shown in the case of a male plaintiff who alleged that an airline had discriminated against him through its policy of hiring only women as flight cabin attendants. The court agreed, holding that being a woman was not a bona fide occupational qualification for the job. Another court concluded that it was invalid for a hospital to refuse to allow male nurses to tend women patients. These cases involve situations where customer preferences and society's views of morality and customary behavior must be balanced against legal prohibitions against sex discrimination.

As can be seen, women increasingly are questioning traditional male roles *vis-a-vis* job qualifications, and, in many cases, are being successful. The day has ended when one could blithely say that a given job is one suitable only for men or only for women. Courts no longer will accept such traditional attitudes as being dispositive of the issue, but instead will require proof of what qualifications are actually required for the job.

In future issues we will be discussing sex discrimination in the areas of fringe benefits, pregnancy disqualifications, and hair styles, dress, and appearance.

—Sandra Shapiro

WORTH NOTING (CONT.)

activities already hard-pressed for adequate funding.

"My proposal called for a deferral of Federal pay increases from October until December of this year as an essential part of our fight against rising prices. Inflation is a serious national concern, and most Americans are undergoing sacrifices as their national Government strives to bring it under control.

"As one of the largest groups of workers in the country, Federal employees recognize that they have a special obligation to join in this fight and they have consistently met that obligation. They had a pay increase of more than five percent some nine months ago, and I am confident that many of them would have been prepared to delay another increase until late this year."

☐ SCHEDULE C's revoked at OEO. On-site review of the use of Schedule C authorities at the Office of Economic Opportunity by the Civil Service Commission has resulted in termination of 12 schedule C employees and revocation of OEO's authority to fill 26 other Schedule C positions, most of which were recently vacated.

Schedule C is a category of positions excepted from the career service because the duties are policy determining or involve a confidential relationship between the incumbent and the agency head or his key officials.

The Commission's review revealed that Schedule C employees at OEO were misassigned or not performing the duties described in official position descriptions. Revocation of 38 Schedule C positions at OEO leaves the agency with 26 —eight of which, the Commission has advised OEO, are subject to further review.

☐ RECORD RETIREMENT reached. Double inducements triggered a record number of Federal employee retirements last summer. The Civil Service Commission received 89,000 retirement claims from May 1 through August 31 to surpass last year's record of 80,000 in a comparable period.

One reason for the retirement rush was a new law (P.L. 93-39), which authorizes early optional retirement on reduced annuity for employees at age 50 with 20 years of service or at any age with 25 years of service if they are serving in an agency undergoing a major reduction in force.

The other reason was a 6.1 percent cost-of-living annuity increase that became effective July 1 for annuitants and employees leaving the active rolls by midnight June 30, 1973. The last previous cost-of-living increase for annuitants (4.8 percent) went into effect July 1, 1972.

☐ OPEN SEASON scheduled. The Civil Service Commission has scheduled a health benefits program "open season" for November 15-30. During this time eligible employees may newly enroll and employees and retirees already enrolled may change from one plan or option to another, or from self-only to family coverage. Changes made by employees and annuitants during the open season will take effect the first pay period in January.

New premium rates for most of the 40 plans participating in the Federal Employees Health Benefits program also will take effect during the first pay period in January. Most rates will go up in 1974 to enable plans to meet their benefit payment obligations to subscribers in the face of rising costs and increased use of health care, to pay for benefit improvement, or both.

☐ NEW HIKE triggered. Another cost-of-living increase for annuitants—effective January 1, 1974—became likely when the August Consumer Price Index (CPI) hit 135.1. This figure was more than enough to trigger a 3-month countdown for the next increase.

To touch off a January cost-of-living hike, the CPI had to remain at 134.7 or more through August, September, and October. The raise would reach annuitants February 1, 1974.

☐ SEVEN MILLION job inquiries processed. The Civil Service Commission's Bureau of Recruiting and Examining answered more than 7 million job inquiries, received more than 2 million applications, held 29,000 test sessions, received 200,000 agency requests for lists of eligibles, and certified the qualifications of more than 1.2 million candidates for agency consideration in Fiscal Year 1973.

From this effort, a total of 285,000 competitive appointments were made: 179,000 from civil service lists; 91,000 under student or other part-time programs; and 15,000 under Veterans Readjustment Appointments, which afford employment and training for veterans with less than 14 years of schooling. During the year, 139,000 veterans were hired competitively, including 85,700 Vietnam veterans.

☐ SPECIAL PAY considered for scientists and engineers. Resumption of premium pay for beginning scientists and engineers, canceled in February 1972, is being considered by the Civil Service Commission.

The Commission points out, however, that differences between starting salaries in Government and private industry do not, in themselves, require the special rates. According to law, Federal agencies must be having serious difficulty recruiting and retaining personnel before the Commission can OK more pay.

☐ MINORITY EMPLOYMENT report printed. ***Minority Group Employment in the Federal Government, November 30, 1972***—a 500-page report of progress under the Federal Equal Employment Opportunity program—has been published by the Civil Service Commission.

Presenting detailed statistics on employment of minority-group Americans by the Federal Government, the report shows minority gains during a period of overall decline in full-time Federal employment.

Copies of the report (catalog number CS 1.48:SM 70-72-B) are available at $4.15 from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

—Tom Kell

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